REPORT RESUMES

ED 011 427 EC 000 292

AN OPPORTUNITY FOR DIGNITY THROUGH WORK. AN OCCUPATIONAL TRAINING CENTER FOR THE MENTALLY HANDICAPPED. FINAL PROJECT REPORT, APRIL 1963-MAY 1966.

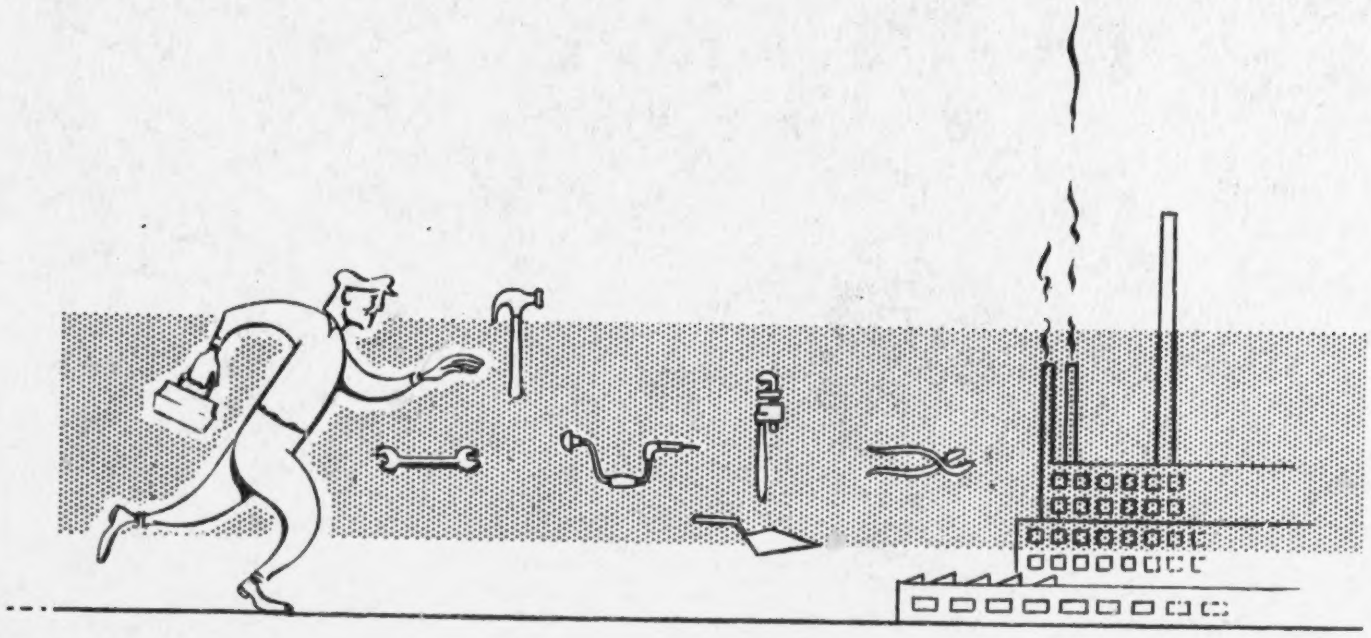
LT. JOSEPH P. KENNEDY SCHOOL FOR EXCEPT. CHILD.

PUB DATE MAY 66

EDRS PRICE MF-$0.18 HC-$3.36 84P.

DESCRIPTORS- *MENTALLY HANDICAPPED, *VOCATIONAL EDUCATION, *SHELTERED WORKSHOPS, *JOB TRAINING, *JOB PLACEMENT, VOCATIONAL REHABILITATION, SPECIAL EDUCATION, PERSONNEL, COMMUNITY RESOURCES, ADMISSION (SCHOOL), WORK STUDY PROGRAMS, CHICAGO, KENNEDY JOB TRAINING CENTER, PALOS PARK

TO MEET THE NEEDS OF YOUNG MENTALLY RETARDED ADULTS FOR VOCATIONAL SERVICES, THE KENNEDY JOB TRAINING CENTER WAS ESTABLISHED AT THE DAY AND RESIDENTIAL KENNEDY SCHOOL FOR EXCEPTIONAL CHILDREN. THE PROJECT WAS DESIGNED TO PREPARE MENTALLY HANDICAPPED PERSONS FOR WORK IN THE COMMUNITY AND TO UTILIZE AND STRENGTHEN COMMUNITY RESOURCES. A SHELTERED WORKSHOP PROGRAM INCLUDING COUNSELING AND JOB PLACEMENT SERVICES WAS ESTABLISHED. THE WORKSHOP SERVED KENNEDY SCHOOL STUDENTS, TRAINEES FROM THE ILLINOIS DIVISION OF VOCATIONAL REHABILITATION, LOCAL HIGH SCHOOL SPECIAL EDUCATION STUDENTS, AND LONG-TERM TRAINEES. ACCEPTED PERSONS WERE INVOLVED IN A DIAGNOSTIC PERIOD, THEN A TRAINING PERIOD, AND FINALLY THE JOB PLACEMENT PROCESS. TRAINEES WORKED ON SUBCONTRACT JOBS, A CANDLE MANUFACTURING PROJECT, AND TASKS CONNECTED WITH THE KENNEDY SCHOOL. INCLUDED WERE RELEVANT DATA AND DISCUSSION ON PROBLEMS OF ESTABLISHING AND OPERATING A SHELTERED WORKSHOP, SUCH AS RECRUITMENT AND RESPONSIBILITIES OF STAFF AND TRAINEES, ACQUISITION AND COMPLETION OF WORK ORDERS, COUNSELING AND PLACEMENT OF TRAINEES, AND DEVELOPMENT OF A PAY SCALE FOR TRAINEES. RESULTS OF THE PROJECT WERE INTERPRETED, AND THE NEED FOR ADDITIONAL SERVICES WAS OUTLINED. AN APPENDIX INCLUDED SAMPLES OF FOUR FORMS AND RECORDS USED AT THE CENTER. (MY)



THE KENNEDY JOB TRAINING CENTER OF THE LT. JOSEPH P. KENNEDY, JR. SCHOOL FOR EXCEPTIONAL CHILDREN, PALOS PARK, ILLINOIS

AN OCCUPATIONAL TRAINING CENTER FOR THE MENTALLY HANDICAPPED

FINAL PROJECT REPORT
APRIL 1963 - 1966

8

EC 000 292

ED011427

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

"An Opportunity for Dignity through Work"

AN OCCUPATIONAL TRAINING CENTER FOR THE MENTALLY HANDICAPPED

FINAL PROJECT REPORT

April 1963 - May 1966

The Kennedy Job Training Center
of the
Lt. Joseph P. Kennedy, Jr. School for Exceptional Children
Palos Park, Illinois

This investigation was supported, in part, by a demonstration grant, number RD 1207 D, from the Vocational Rehabilitation Administration, Department of Health, Education, and Welfare, Washington, D.C. 20201

TABLE OF CONTENTS

Chapter Page

I The Problem, Need for Vocational Training Services for the Mentally Retarded in Metropolitan Chicago

Lack of Services ---------------------------- 1

Utilization of a Private School ------------- 1

The Prototype ------------------------------- 3

The Kennedy School -------------------------- 4

Summary ------------------------------------- 7

II Approach to the Problem

Clients ------------------------------------- 8

The Staff ----------------------------------- 11

Community Agencies -------------------------- 15

Advisory Groups ----------------------------- 19

Synthesis of Components to Provide Services to the Mentally Retarded ----------- 20

Summary ------------------------------------- 26

III Implementing the Approach

Specifics of Program ------------------------ 28

The Workshop -------------------------------- 29

The Intake ---------------------------------- 34

The Diagnostic Period ----------------------- 35

The Training Period ------------------------- 38

Placement ----------------------------------- 43

Page

Alternatives ---------------------------------- 46

Follow-up ------------------------------------- 47

Summary --------------------------------------- 48

IV Results

Movement of the Kennedy School Population ---- 50

Movement of Community Population ------------- 51

The School-Work Experience Program ----------- 52

Development of Day-Care Center for the Mentally Retarded ---------------------------- 53

Staff --- 53

University Affiliations ---------------------- 54

Relationship with the Division of Vocational Rehabilitation -------------------- 56

Relationships with Schools and other Agencies ------------------------------------ 56

Summary --------------------------------------- 57

V Interpretation of Results

Implications of the Candle Project ----------- 58

Implications of Management Analysis ---------- 59

Meeting Local Needs -------------------------- 61

Implications for Areas with Dispersed Populations ---------------------------------- 62

New Directions -------------------------------- 63

Need for Additional Services ----------------- 64

Summary --------------------------------------- 66

Appendix -------------------------------------- 68

Acknowledgements

For their vision and faith in the essential dignity of the mentally retarded, we thank the Sisters of St. Francis of Assisi. For his confidence, so tangibly expressed, and for his wisdom, we are grateful to Mr. Michael A. Lombard, Chairman of the Advisory Board of the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children. For his neverending creative effort and loyalty to the program, thanks to Mr. Howard Weiss. For Mr. Michael Galazan of the Milwaukee Jewish Vocational Service, without whom we may never have started, a special word of praise. For Mr. and Mrs. R. Sargent Shriver we express admiration for providing the sparks that kindled our efforts.

We also express our humble gratitude to the busy people who took time to help us along the way -- our special friends on the staffs of the Vocational Rehabilitation Administration, the Illinois Division of Vocational Rehabilitation, the Illinois Department of Mental Health, the educators and agency personnel, and our co-workers who perform with us their dedicated labors.

Melvin Greenstein
Project Director

Chapter I

The Problem, Need for Vocational Training Services for the Mentally Retarded in Metropolitan Chicago

Lack of Services

During the early 1960's, the administration of the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children engaged in an appraisal of the needs of the community of which it is a part. The School was meeting some of those needs by operating a residential facility for mentally retarded young men. Its program was geared to train in social skills and to provide an education for the educable mentally retarded. While public schools in adjoining towns were making advances in developing curricula for the handicapped, little was being done to establish facilities to evaluate the vocational potential of the retarded or to provide training and placement services.

A number of parent-group sponsored facilities for the mentally retarded were in operation in the Chicagoland area, some offering sheltered workshop programs. A few of these were located in the central part of Chicago, others served suburban areas. For the most part, however, the client population consisted of persons in a long-term program who were related to members of the sponsoring groups. Except for the sophisticated program of the Chicago Jewish Vocational Service, none had a formal affiliation with the Division of Vocational Rehabilitation of the State of Illinois for the evaluation, training, and placement of retarded individuals. In a radius of twenty miles around the Lt. Joseph P. Kennedy, Jr. School there was no group which was in a position to develop such a program.

The need for developing a professionally adequate program was apparent in this densely populated, diverse area. Included were several communities which were primarily residential, others which were industrialized, with economic levels ranging from working-class to upper middle-class. Some of the problems were unique, especially that of providing transportation to and from a workshop where public transportation between towns was not available. Housing the workshop was a problem to be dealt with as was development of an approach to placing persons in jobs after completion of the program when trainees were drawn from so large an area and were so widely dispersed.

Utilization of a Private School

This intriguing challenge presented itself to the administration of the Lt. Joseph P. Kennedy, Jr. School and the proposed solution to the problem appeared to be consistent with the philosophy of the Sisters of St. Francis of Assisi, who operate the School. Here was an opportunity to reach out into the community with an extension of services to the mentally retarded. The Job Training Center could be, in effect, a type of outpatient service based in the already existing residential institution. The physical plant was available and a financial base for further expansion was offered. A basically sectarian institution was able to provide a means for broader service to the community without regard to race or religious affiliation. A reservoir of knowledge about the mentally retarded and a philosophy of service to the handicapped, together with a fund of administrative skills were thus brought into action in dealing with the problem of providing a new type of community service. Established relationships with the community and with other agencies were ready to be utilized and were backed up by the prestige of the Kennedy School.

The core around which the project was to be built was the existing Job Training Center of the Kennedy School. It was established in January, 1962, with a staff of one professional person, to supplement the existing program of the School. A room was designated to house the workshop and was equipped to start a basic operation. Time-clock, workbenches, stools, shelving, and some office furniture were purchased and forty students, aged sixteen and up were assigned to participate in the new activity.

Each "applicant" was seen for an intake interview, as were others as they entered the workshop program. School records were culled for psychological, social, educational, and family background and a formal intake report prepared.

With the initial limitation of staff and space, the workshop activity was restricted to a three-hour period each afternoon and the number of trainees to about ten at any given time. As a result, most of the trainees had only one afternoon a week in the workshop. Mornings were spent by the workshop director in counseling activities, contract procurement, writing reports, and in handling the necessary clerical duties. Staffings were held at regular intervals so that the staff of the School could keep abreast of the individual trainee's progress in the sheltered workshop.

Such a program, while somewhat restricted, was professional in its approach and the rationale was that the lack of intensive programming could be made up by exposure to the workshop over a long period of time, perhaps as much as four years for each student-trainee. As matters developed, the original Kennedy Job Training Center provided the nucleus for and was fundamental to the development of an expanded facility. At the same time, the expanded program has been of benefit to the student population of the School. Previously it was necessary to make referrals to other agencies in those cases where it was felt that additional rehabilitation services were required. With the creation of the occupational training center, it was no longer necessary to send such persons off the campus for the needed training.

The Prototype

As a starting point, the project was based on the prototype in New York City at the facilities of the Association for the Help of Retarded Children and was later modified to meet local needs and conditions. The prototype project demonstrated through the use of skilled staff and implementation of special methods and techniques, that it was possible to rehabilitate and place in employment mentally retarded adults previously considered to be unemployable. The "Occupational Training Center for the Mentally Retarded" increased substantially the number of mentally retarded persons who could be prepared for remunerative employment. Through special relationships established with the New York State Division of Vocational Rehabilitation, the New York State Employment Service, the Special Education Departments of the public schools, and other community resources, the new facilities which were created by the "Occupational Training Center for Mentally Retarded" were effectively integrated with the demonstration project so that the opportunities for employment for the retarded were substantially increased.

Through the prototype's relationships with the parent groups, the New York State Division of Vocational Rehabilitation and other community voluntary service and welfare organizations, the prototype created a basis for permanent support of its program so that it could continue to serve the mentally retarded after the completion of the demonstration program. In the area of its specific purposes, the demonstration project developed effective evaluation, training and predictive devices which can be duplicated for the purposes of increasing the potential for employment of the mentally retarded.

The broad, general goals of the demonstration project at the Kennedy Job Training Center were outlined as follows:

1. To apply promptly the new knowledge, methods, and techniques acquired through VRA and related research projects.
2. To increase substantially the number of mentally retarded persons being prepared for remunerative employment.
3. To strengthen and increase state and community resources,including services and facilities for the rehabilitation of retarded persons heretofore deemed to have little or no potential for employment.
4. To combine the resources of voluntary organizations and the public program to attain the above objectives.

The more specific objectives were the following:

1. To confirm and extend the major factors which promote success in the rehabilitation of mentally retarded young adults through means including the workshop.

2. To test, extend, and improve the services necessary to overcome the obstacles to their employment.

3. To utilize, evaluate and continue to develop procedures for predicting degree of success in the rehabilitation of these young adults.

4. To verify, extend, and adapt to local conditions, the solutions to problems that are peculiar to the operation of a workshop for the mentally retarded.

The Kennedy School

No more ideal setting for the development of such a project and the attainment of these goals could be found than the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children. Originally known as St. Coletta of the Rockies, the school had been established in Longmont, Colorado by the Sisters of St. Francis of Assisi whose Motherhouse is in Milwaukee, Wisconsin. The Sisters operate three schools for the mentally retarded -- one in Jefferson, Wisconsin, one in Hanover, Massachusetts, and the one now in Palos Park, Illinois, where it was moved in January, 1949, at the invitation of His Eminence Samuel Cardinal Stritch. The initial population of 36 boys and 11 Sisters has grown to the present enrollment of 180 residential students and approximately 35 day students under the direction of 32 Sisters. The religious staff has been supplemented by two lay teachers, a large number of maintenance personnel, and the staff of the Job Training Center.

Ground was broken in May 1949, for the first three residential units which were completed in June of 1950. At the time of a large donation from Ambassador Joseph P. Kennedy in February, 1952, the name of the School was changed from St. Coletta School to the Lt. Joseph P. Kennedy, Jr. School in honor of the Kennedy son who lost his life in World War II. The Kennedy grant was expended for the construction of two additional residential units and a dining room-kitchen building.

The Sisters of St. Francis of Assisi are also known for the outstanding educational program of Cardinal Stritch College in Milwaukee, Wisconsin. The excellence of its faculty and programming in the field of education of the handicapped has attracted lay and religious specialists from all over the country.

The Kennedy School designs its services for educable mentally handicapped boys between the ages of 6 and 20, residing in the Archdiocese of Chicago. The conditions of admission for boys between 6 and 12 are that seizures be under control in the case of epileptics and that there be no emotional disturbances or physical handicaps to a degree that would render the child unable to follow the normal school and cottage program.

After an initial screening interview, an admissions committee considers the clinical data which have been gathered about each applicant. Medical reports are reviewed and the Revised Stanford-Binet Intelligence Test or Wechsler Intelligence Scale for Children are administered. Generally speaking a child within the IQ range of 55 to 75 would qualify for admission if other criteria have been met.

Special class instruction is offered from kindergarten through the advanced level. Emphasis in academic work is primarily on its practical application to life adjustment. The use of audio visual aids, music and dramatics contributes to enrich the curriculum. Speech improvement classes are provided for those who require this specialized help. Instruction in ceramics, plastics, woodcraft, weaving and finger painting helps to develop self expression and manual dexterity. Promotion from one level to the next is as rapid as achievement warrants. The School, while essentially ungraded, is divided for practical purposes into levels of instruction. There is a kindergarten, pre-primary, primary I and II, intermediate I and II, and an advanced class. Also there is an occupational group which is primarily trained in chores within the institution. There is a job placement program, which preceded the Job Training Center, provided for certain of the older students in an attempt to teach them to assume the responsibility of a job and to adjust to an employment situation.

In addition to the full-time staff, there are regular visits from dentists, a neurologist, a pediatrician, and physicians. Also available are the services of a consulting clinical pychologist and a speech diagnostician.

Concurrent with the physical development of the School has been a growth in sophistication and a steadily progressive approach toward the preparation of the mentally retarded person for life in his community. Much original work in curriculum development has taken place in the institutions operated by the Sisters of St. Francis of Assisi. The Kennedy School has been used as a site for research and development under the auspices of the Institute for Research on Exceptional Children of the University of Illinois, directed by Dr. Samuel Kirk. Because of its growing recognition, there is a constant stream of visitors, students, student-teachers, and researchers to observe and participate in the programs of the School. This emphasis on differential diagnosis and the development of new educational techniques has strongly influenced the Job Training Center and has done much to shape its philosophy.

The physical setting of the Lt. Joseph P. Kennedy, Jr. School is in a rolling, park-like area about 10 miles from the south-western corner of Chicago. The towering water sphere, which can be seen for many miles, marks the building complex and the 57 acre tract of land. As one enters the main mall, there is first a new administration building which also provides housing for the Sisters who are in residence, a fine, modern infirmary, and a rambling school building which includes on its lower level completely equipped craft rooms and a combination gymnasium-auditorium. At the top of the mall is the large structure which houses the dining rooms, kitchens, and the laundry. Opposite the school building can be found five cottages to house the residential population of the School. High above these cottages is the bell-tower of the new chapel and behind the chapel is a modern ranch-style home to meet the needs of the resident chaplain.

Attached to the dining-room complex and behind it is the central heating plant. In addition to heating equipment, there is a well equipped shop for the use of the maintenance force and the machinery for filtering and softening the well-water used by the School.

Just a few yards away across a paved area is the building erected in 1963 solely for the use of the Job Training Center. It is constructed of brick and pre-cast concrete and has 4400 square feet of space, including a balcony along one side which was provided for office space and storage. At one end of the building is a loading dock and at the other a lobby and washroom facilities. The equipment includes work benches, stools, scales, air compressor, hand-trucks, hydraulic lift-truck, postage meter, tape dispenser, and other items commonly seen in sheltered workshops. Since this project was the pilot location for manufacture of molded candles, about which more detail will be provided later in this report, some equipment is not common to workshops. Large steam and electrically heated vats for the melting of wax are situated along one wall and molds, supplies of wax and wicking and packaging, and steam hoses can be found in every day use.

Shortly after the workshop was put into full use, it became apparent from pressures of new programming and a growing list of applicants that the building was too small. At the time of writing this report, plans are being finalized for an addition to the facility. The main level will be enlarged by approximately 3200 square feet and a lower level for storage will have about 2400 square feet of floor space. A new loading dock with a hydraulic ramp will facilitate removal of materials from trucks and their loading. Additional office space is planned for the use of the growing staff of the Job Training Center.

Such excellence of program and physical plant could not have been created without a good relationship with the community. Support for the Kennedy School comes from the whole Archdiocese of Chicago, a large and well-populated area. However, no endowments or foundations provide basic support for the School. In addition to tuitions, major sources of income are two fund-raising affairs which are held each year. An active parent-group and an effective women's auxiliary are responsible for much of the fund-raising. The advisory board of the Kennedy School is composed of men and women who represent many geographical areas and many businesses and professions and the majority are not parents of retarded children. The cumulative wisdom of the board has helped to set goals for the School and the Job Training Center and to give lustre to their image in the community.

Summary

The administration of the Lt. Joseph P. Kennedy, Jr. School found itself in an area which had characteristics of a large urban area as well as the problems and needs of the less densely populated countryside. A need was found to exist for service to the young adult mentally retarded population that was not being met by existing facilities. Public and private agencies in the area were not providing for the vocational evaluation, training, and job placement of the mentally retarded. This was seen as a unique opportunity for the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children to extend its service to the mentally handicapped beyond the confines of a residential institution. An established facility, with the prestige of having pioneered in the education and training of the mentally retarded, was offered as a financial and physical base for the establishment of a sheltered workshop program.

The prototype chosen was the Occupational Training Center for the Mentally Handicapped in New York City and the design was to be modified to meet local needs. It was amply demonstrated in the prototype project that it was possible to substantially increase the number of mentally retarded persons who could be prepared for employment. At the Kennedy Job Training Center the goals were to utilize current information and a combination of voluntary and public programs to prepare mentally retarded persons for work and to further strengthen rehabilitation resources. Solutions were to be sought to specific problems affecting the rehabilitation of the mentally retarded.

The Lt. Joseph P. Kennedy, Jr. School was seen as ideally situated for the development of such a program, both physically and philosophically. It is in the center of a large, diversified area with a potential for service to many mentally retarded persons not previously able to secure such services. The School is operated by the Sisters of St. Francis of Assisi who have many years of experience in education of retarded persons in residential and day schools and had already established channels of communication with the local community and were thus able to quickly marshal resources to develop the needed occupational training center.

Having thus delineated the nature of the problem and the elements present to make possible a solution, we shall proceed to the means by which an effective approach was developed.

Chapter II

Approach to the Problem

Clients

The essential ingredient in any program is the client and how that program can be of service to him. It was necessary to define in some way who that client was, where he was to come from, who would refer him, and how many like him could be given service in the program.

There was agreement at the outset that the emphasis in the project was to be on movement -- that cases were to be found, to be evaluated, trained, and moved, within the limits of each person's abilities, to the highest level of over-all functioning. In a majority of cases this level of functioning would enable the individual to enter gainful employment. Since a close working relationship with the Division of Vocational Rehabilitation of the State of Illinois was necessary to carry on any kind of effective program, the criteria used by DVR for what constitutes feasibility were adopted by the project.

Original definitions of intake standards broadened during the period of the grant and reflected the growth in experience and the increasing sophistication of the staff. Generally speaking, the young man or woman must be 16½ years of age, the I.Q. between 50 and 75, the applicant must be capable of traveling alone and of developing other self-care skills that are needed in an employment situation, the primary handicap must be mental retardation, and if emotional disturbance is present, this behavior should not be so destructive as to lead to the possibility of injury to that individual or to others. As time went on, there was less reliance on the finality of I.Q. scores and records of academic achievement and more of an inclination to accept applicants for at least a diagnostic period if standards were minimally met. The Illinois D.V.R. concurred with the attitude of the Job Training Center staff that there should be no arbitrary obstacles to admission into the program and that it was the function of such a facility to bring in as many persons as possible for evaluation rather than to keep them out, especially so since exact diagnostic techniques are not available.

Having roughly indicated who the client was to be, it was then necessary to determine how far away the project could go to get him. The area served was potentially large. In some directions the boundaries could be determined by the availability of similar kinds of service, but in the others, particularly to the South and West, some arbitrary line had to be drawn because no services were available at all. This was finally resolved by the logistics of bringing in the trainees and what was possible in the way of providing transportation.

To the Southwest of the Kennedy Job Training Center are the communities of Lockport and Joliet. Northwest is the city of

Aurora. Directly South are communities such as Tinley Park, Mokena, and New Lenox. To the Southeast are other so-called "bedroom" communities that provide residence to persons whose occupations take them into Chicago. To the Northeast are other suburbs and portions of Chicago itself that did not and still do not have ready access to facilities for the mentally retarded.

While the simplest and most direct approach would have been for clients to get to the workshop on their own, this was not a practical reality since no public transportation at all is available. Location of the workshop in any one of the communities would not have been of benefit to any but that particular one because public transportation between most of them was no more convenient than transportation to the Kennedy School and the project would have been deprived of some of the advantages and economics of being physically located on the School grounds. An important factor to consider was the client's missing out on the experience of utitilizing transportation facilities on his own. In providing the simulated work setting of a sheltered workshop, there were obvious disadvantages in providing transportation and in having the workshop on the grounds of a school. Location in an industrial area where public transportation can be utilized reinforces the feeling of going to work and lessens comparisons with going to school. However, for reasons of economy and convenience, it was decided to go ahead with the project on the Kennedy School campus. First, the workshop had to be available to the student body of the Kennedy School. Second, a facility could be erected without investment in property. Third, the resources of the School itself could be utilized for training in laundry, food preparation, and maintenance work. Fourth, the site was as central to the area of need as any other which might have been selected.

The Job Training Center then had to assume responsibility for providing transportation for those trainees who came from outside of the residential population of the School. Initially an old sedan was provided by the Sisters of the Kennedy School and a retired gentleman was employed as driver. It was soon found that neither the driver nor the car were up to the demands placed upon them. It was necessary to make two trips in the morning and two in the afternoon, totalling about 150 miles per day. A minor difficulty was the driver's concern about having his income exceed the maximum permitted under the Social Security laws.

Transportation problems were solved in the following way. A second driver was employed to share the work load, so that one drives in the morning, the other in the afternoon. A favorable contract was negotiated with a leasing service in the area of the Kennedy School, providing a 9-passenger station wagon on an annual basis without the necessity of investing a large sum of money in a vehicle. As the trainee population continued to grow, another resource provided itself. For some years, a private bus service had been transporting numbers of day students to the Kennedy School. Arrangements were made with the bus company to bring in trainees from those communities which it served so that it was not necessary for the project's own vehicle to go into those areas. Subsequently arrangements were made with DVR to subsidize the cost of transportation and where this could not be arranged, the clients themselves contribute to the cost of providing bus service.

The scheduling of transportation had a secondary effect on the operation of the workshop because it was impossible to have a standard working day. Although all trainees on a full-time basis work a six-hour day, the starting time may be anytime from 8:30 AM to 9:30 AM and the end of the trainees' workday may be any time from 3:15 PM to 4:30 PM. This has not created any serious problems in the workshop and neither work activities nor counseling are affected.

Having established who the client was to be, where he would come from, and how he was to be brought in, it was important to know how he was to be found and who would do the case finding. Again, the staff of the Job Training Center decided to rely on the Illinois Division of Vocational Rehabilitation. All trainees were to be clients of DVR whether or not the referral originated with that agency.

In the early months of the project, much emphasis was placed on disseminating to the community information about the Job Training Center and the services it offered. Newspaper publicity was sought, contacts were made with administrators of public schools and of public and private agencies. With the assistance of the advertising department of the Merchandise Mart in Chicago, a mailing piece was prepared entitled "Can Do". During the period of the project, referrals have come from many sources, the main one being the Division of Vocational Rehabilitation. In many cases, applicants come directly to the Job Training Center and, after the intake material is prepared, they are sent to DVR for approval. Often they are sent by public schools, by other rehabilitation facilities because the services of the Kennedy Job Training Center are deemed more appropriate or because it is physically closer to the applicants place of residence, or they are sent by hospitals, clinics, clergymen, or by other persons who have knowledge of the workshop. During the period of Federal support for this project, a total of 191 mentally retarded persons received service in the workshop. Following is a breakdown of clients according to the general origin of their referral:

Kennedy School		99
Division of Vocational Rehabilitation		63
High Schools		
AERO Cooperative	15	
Other	10	25
Special from Community		4
Total		191

There has been no lessening of the efforts expended in case finding as the project developed. The Kennedy Job Training Center and the Kennedy School have played hosts to many tours and meetings, to small informal groups and to large organized groups. One of the earliest steps was an all-day meeting on the relationship of special education and vocational rehabilitation. Among the speakers was the state director of the Division of Vocational Rehabilitation, other DVR staff, local public school personnel, and members of the Job Training Center staff. More recently the Kennedy School played host to a meeting of Federal Civil Service personnel from the region surrounding the State of Illinois for the purpose of explaining Federal programs aimed at hiring handicapped persons.

Other illustrations of efforts to explain the workshop program are appropriate here. Members of the staff addressed a group of high school counselors during a one-day institute at a local school. A presentation was made to a group of summer students, religious and lay, who came on a visit from Cardinal Stritch College in Milwaukee as part of their training in special education. On three occasions members of the workshop staff had the opportunity to address meetings of a local parent group called the Voice of the Retarded. In connection with the 1966 meeting of the National Catholic Education Association, a seminar was held at the Kennedy School with presentations made by a number of experts in the field of mental retardation, including two winners of Kennedy Foundation International Awards. It has also been a regular practice for one of the local hospitals to bring nursing students for a tour of the School and Job Training Center to make them aware of community resources for the retarded. For much the same reason, a professor of pediatrics brings groups of senior medical students out to acquaint them with the facilities. Frequent visits from high school and junior college psychology classes also give an opportunity to explain the Job Training Center and its function in the community. It can be seen, therefore, that case-finding is a never-ending activity that is integral to the operation of the project.

The Staff

Having outlined the goals of the program, provided housing, and sought out the clients, the next step was the recruitment and the training of staff. The director of the Kennedy Job Training Center was named project director and was given responsibility for further development of the project. The original staffing pattern included the following:

Project Director
Evaluation Supervisor
Placement Supervisor
Production Supervisor
Clerk (part-time)

As the project developed, the staff grew and the staffing pattern evolved to meet the changing needs of the program. At the completion of the three-year grant period the staff consisted of the following:

Project Director
Evaluation Supervisor
Vocational Counselor
Social Worker (part-time)
Field Representative (part-time)
Workshop Manager
2 Production Supervisors
1 Assistant Production Supervisor
Consultant Psychologist (as needed)
Secretary-Clerk

The original focus on level of professional training was that all staff members, with the exception of the clerical, have a minimum of a Bachelors Degree in psychology, education, rehabilitation, or some related field. With experience it was found that this was not a realistic expectation. In the case of the production supervisors, or "workshop foremen", it was impossible to recruit and hold persons with college degrees with the salaries budgeted for these positions. Under competent professional guidance and with appropriate personal characteristics and qualifications, the project was able to utilize the services of non-professionals in these crucial positions where they must deal with the handicapped persons on a day-to-day intensive basis. The professional content of the program has been largely in the hands of the evaluation supervisor who has been with the project since its inception. His excellent academic training, a masters degree in rehabilitation counseling, and his background of experience render him remarkably well qualified to design a professionally adequate program of training and counseling and to carry through its implementation.

Likewise, the workshop manager has a useful combination of experience and training which enable him to deal with the mixture of business and rehabilitation problems which one encounters in a sheltered workshop. His college degree and training in education and his many years in industry render him particularly well-qualified to handle his duties.

The vocational counselor has an undergraduate degree in social sciences and several years of graduate work in the field of social psychiatry and has proved accomplished at translating his fund of academic information into techniques that are effective in dealing with the workshop population.

The director has a masters degree in business administration and a number of years of experience in the business world to supplement his experience of eight years in social agencies as a fund raiser and in vocational rehabilitation work.

The part-time social worker has a masters degree in social service administration and is employed full-time in a public school system. His day by day experience in dealing with young people provides him with a fine background for dealing with the clients of the Job Training Center.

With such a large proportion of the staff having strong academic training and professional skills, it was felt that there would be no difficulty in establishing and maintaining a high level of competence and a structure within which the other members of the staff could function very adequately.

Various means are used to constantly up-grade the level of staff functioning. Regular staff meetings are utilized as forums for the exchange of ideas about rehabilitation problems. The consultant psychologist is available for periodic consultation and has, on occasion, made presentations on current trends in the field of learning disabilities. As programs and meetings of a professional nature are scheduled, one or more members of the staff are encouraged to attend and report back to the rest of the staff. It is fortunate that the University of Wisconsin is relatively close and that the staff has been able to take advantage of seminars in the workshop field during the summers of 1965 and 1966. The director of the workshop attended a program at the Devereux Schools in 1963 and the evaluation supervisor benefitted from a training session on work evaluation in Richmond, Virginia in the spring of 1966. Visits to other facilities in the Chicago area stimulate discussion and encourage comparisons. Exchange of ideas and interaction also take place at meetings of the Illinois Rehabilitation Association and its Workshop Division and at meetings of the Illinois Association of Sheltered Workshops and Homebound Programs.

The specific duties of the various members of the staff can best be illustrated by a job description for each position.

The director has the responsibility for the over-all operation of the project. He handles the administrative contacts with the public school systems, with the Vocational Rehabilitation Administration, and with the Division of Vocational Rehabilitation of the State of Illinois. He prepares such applications, budgets, and progress reports as are required. He recruits and trains staff and conducts the business affairs of the project, including procurement of sub-contract work.

The evaluation supervisor has the responsibility for the professional content of the project. He schedules and conducts, with the assistance of the vocational counselor, individual and group counseling sessions. He reviews intake reports and determines eligibility of applicants, along with DVR and school personnel, and he is responsible for the preparation of staffing reports. The evaluation supervisor is the liaison with the staffs of the public schools and the rehabilitation agency. With the assistance of the vocational counselor and the field representative, he develops plans for the placement of trainees after completion of the training program. He also cooperates with the production supervisors in the development of training plans for individual clients.

The workshop manager is responsible for the conduct of the sub-contract operations of the workshop. He coordinates the activities of the production supervisors and schedules trainee assignments and production operations. He supervises preparation of rating scales and other reports on client behavior by the production supervisor.

The vocational counselor works under the supervision of the evaluation supervisor. He meets with trainees individually and in groups for the purpose of vocational counseling. It is his responsibility to review reports from the production supervisors and to interpret to the trainees problems in their functioning. He suggests to the field representative the most suitable types of employment to seek for individual trainees and cooperates in making placements and in following through to determine if the client is making a successful work adjustment. The vocational counselor participates in staff conferences along with other members of the workshop staff.

The social worker handles intake of applicants for service in the Job Training Center. He is available for consultation with families of trainees to help resolve problems that originate outside of the work situation. He directs the recreational program for the trainees and is engaged in following up persons who have left the Job Training Center to determine the success of their adjustment to work.

The production supervisors are responsible for the trainees' activities on the workshop floor. They instruct in the proper performance of sub-contract and custodial work tasks, they observe the clients' work performance, complete the appropriate rating scales and written reports, and participate in the staff conferences for the purpose of reviewing past performance and planning future training.

The assistant production supervisor is responsible for stock-handling, inventory control, transportation, and the performance of various housekeeping chores in the workshop for the purpose of relieveing the production supervisors of routine chores and permitting them more freedom to observe client behavior and to implement individualized programming for each trainee.

The field representative canvasses the local business community for the purpose of developing resources for the placement of mentally retarded persons who have successfully completed the program of evaluation and training. He also cooperates in locating suitable sub-contract opportunities for the workshop.

The psychological consultant is available to the staff of the Kennedy Job Training Center for diagnosing difficulties which might prevent a trainee from making a good adjustment to work. The psychological consultant also participates in training sessions with members of the workshop staff.

The clerk is responsible for the maintenance of the necessary business records of the workshop, and for all other routine typing and clerical duties, including the typing of reports and the preparation of both staff and trainee payrolls.

Community Agencies

Since the major objectives of the project included the effective utilization of state and community resources and the combination of the resources of voluntary agencies and public programs, and the modification of these resources so that they were adaptable to local conditions, the project staff set about making contact with all such agencies in the community and in the State of Illinois.

For any workshop the state rehabilitation agency is the key to effective functioning and for direction into its proper place in the pattern of state-wide services. Among the first steps taken by the project was the establishment of a sound working relationship with the Division of Vocational Rehabilitation of the State of Illinois. The Kennedy Job Training Center is physically situated where it can serve clients from two DVR administrative regions. Arrangments were made for visits from key personnel of both regions and from staff members of the DVR office at the state capital.

The result of these meetings was a six-month trial working agreement between the Kennedy Job Training Center and the Division of Vocational Rehabilitation. During this period, no fee structure was established and the only financial responsibility assumed by the DVR was to subsidize transportation. During the trial period, six clients were to be referred from each of the regions served, liaison counselors were to be assigned, and channels of communication opened between the project and the rehabilitation agency. The guiding philosophy throughout the period of the project was that there be a dynamic approach toward determining community needs rather than to concentrate on development of sources of income.

By September of 1964, during the second year of the project, a formal Working Agreement was arranged between the Kennedy Job Training Center and the Division of Vocational Rehabilitation. The agreement spelled out in detail the type of services to be purchased by DVR, the duration of these services, and the fees for the services. Persons referred to the workshop were to be admitted for a six-week diagnostic period followed by a twenty-six week program of work adjustment training. Staffings were to be held and reports prepared at the end of the diagnostic period and after the thirteenth and the final weeks of the adjustment program. Reasons for terminations and dismissals were spelled out. The type of client served was described in detail and the services offered to him, including placement , were described in the document.

As the grant period for the project drew to a close, the Working Agreement was revised to reflect the changes brought about by the 1965 Amendments to the Vocational Rehabilitation Act. The major change was provision for a period of "rehabilitation potential determination" which could last as long as seventy-two weeks. Increased fees were granted as a result of the additional services being offered and the higher level of professional competence demonstrated by the Job Training Center staff.

Consistent with the policy of exploring community needs, contacts were made with a number of the public high schools in the area served by the project. The staff found that it could quite readily make contact with the administrators of the schools and especially with the special education teachers and with directors of special education. Initially the contacts were made for the purpose of getting referrals of students who were potentially suitable applicants for service in the workshop. However, it soon became evident that a need existed for a structured cooperative program whereby vocational evaluation and training could take place while the student was still attending school and that hopefully this would result in a smoother, more effective transition from school to the labor market for the mentally retarded person.

Borrowing some of the basic notions developed by the Jewish Vocational Service of Milwaukee, Wisconsin, in VRA Project Number 404, "A Work Experience for the Mentally Retarded During Their Last Year in Public School", an experimental program was launched in cooperation with the Carl Sandburg High School, about four miles distant from the Job Training Center. A group of six students was selected after the director of the project addressed a meeting of parents of students in the special education classes. The six students were selected by the high school staff using no criteria other than that the teacher felt that these young people could benefit from the program.

It was agreed that the high school would provide transportation to and from the workshop, that students would attend classes every morning and would be in the workshop daily from 12:45 PM to 3:45 PM, that applicants would be processed in the same way as other applicants, that the program would continue until the end of the school year, and that any decision about continuation would be deferred until that time.

The members of the high-school work group were paid at the prevailing, authorized rate for the workshop and were immediately assigned to tasks that were then current in the workshop. They were given the same counseling services as all other trainees and the production supervisors applied to them the same techniques that were used on the rest of the shop population. No special tasks were assigned nor was any attempt made to isolate this group in any way. Staffings involved the participation of the special education teacher from the Sandburg High School.

The experiment was found to be successful and was continued even after the special education class was moved to a newly constructed school in the same district, the Amos Alonzo Stagg High School. At the present time, the cooperative arrangement is being carried on with no fees being paid. The number of trainees has varied from year to year and none of the original group is still in attendance. Only two of the original six remained in the program through the second year and were placed in jobs through the efforts of the project staff.

As a result of the experiment with the Carl Sandburg High School group, an inquiry was made by the special education teacher at another closeby school, Evergreen Park High School. An identical program was set up for two mentally retarded students and was expanded in the Fall of 1964 to include students from the entire special education cooperative of which the Evergreen Park High School was a part -- the AERO Special Education Cooperative -- which served the Argo, Evergreen Park, Reavis, and Oak Lawn High Schools.

By the following year, the AERO cooperative had entered into an agreement with the Division of Vocational Rehabilitation of the State of Illinois. The stated purpose of this agreement follows:

> "To better educate the handicapped while at their most impressionable age - the following is proposed:
>
> A. A combination of vocational work experience within the school setting; training service secured from a sheltered workshop, and on-the-job adjustment training which would be in the community.
>
> B. The program involves four phases which are flexible and adjusted to the needs of the individual student. These phases are as follows:
>
> 1. Social-Vocational Evaluation and Education.
> 2. Prevocational In-School Work Experience.
> 3. Sheltered Workshop and On-the-Job Adjustment Training in the Community.
> 4. Placement and Follow-up."

A supplementary agreement spelled out the relationship between the AERO Area Special Education Cooperative and the Kennedy Job Training Center and clarified such items as the kind of training to be offered, referral procedure, fees, the evaluation procedure, records, and professional coordination. The school-work experience programming has become an integral part of the project's operation. Its implications and future will be discussed later in the report.

The growth of the Kennedy Job Training Center and the potential for increased services made it imperative that additional support be sought, especially types of support which might continue after the termination of Federal grant support. The Department of Mental Health of the State of Illinois has established a program of grants-in-aid to day-care centers for the mentally retarded and was particularly interested in assisting those facilities whose services were not being duplicated in the community.

After reviewing written material and conferring with staff members of the Department of Mental Health about standards and requirements, a modest proposal was made in the Spring of 1964. The request was approved for the fiscal year starting July 1, 1964, and has thus far been renewed for the fiscal years starting July 1, 1965, and July 1, 1966. In essence, the grant-in-aid provides support funds for specific additions to the workshop staff. It has also made it possible for the Kennedy Job Training Center to provide services to a limited number of mentally retarded persons on a long-term basis. In this group are trainees who have not been able to reach a level of functioning which would make them placeable in a regular employment situation.

The grant-in-aid funds have been utilized for the employment of a full-time production supervisor, a part-time social worker, a part-time field representative, and for the purchase of services from a psychological consultant. There are no restrictions as to how these personnel are to be utilized and they need not be assigned to serve any special segment of the workshop population. Rather they are integrated into the total program of the Job Training Center.

Consistent with the project's philosophy that staff and services be expanded to meet growing needs, inquiries were addressed to the Division of Vocational Rehabilitation late in 1964 regarding the availability of Laird Amendment funds to provide additional personal services. It was almost a year before application procedures were clarified and a request was made through the Illinois DVR, but effective in April of 1966, matching funds were arranged and monies were made available to enlarge the workshop staff. A full-time vocational counselor was hired to assist the evaluation supervisor in the counseling aspects of the program and it became possible to arrange for additional time to be spent by the part-time social worker. The budget also permitted hiring additional clerical help, but at the end of the VRA grant period, such a person had not yet been employed, mainly because office space was not yet available. As of the time of the preparation of this report, it is too early to tell whether the Laird Amendment funds will be renewable or whether these new services will be successfully incorporated into the on-going program.

Not all the efforts of the staff were directed toward obtaining funds for increasing services. A deliberate part of the project's activities was the establishment of cordial and mutually beneficial relationships with other workshops and rehabilitation facilities in the Chicago metropolitan area. This took the form of sharing of sub-contracts, expediting of referrals between agencies, and discussion of matters of common concern.

The discussions among workshop and rehabilitation personnel led to the organization of associations that would act as vehicles for professional interaction. The Kennedy Job Training Center, from the time it was founded, became a member of the National Association of Sheltered Workshops and Home bound Programs and the National Rehabilitation Association. Members of its staff have been actively involved as members of the Illinois Rehabilitation Association and were instrumental in the formation of a Workshop Division of the I.R.A. The project director has served as state membership chairman of the National Association of Sheltered Workshops and Homebound Programs and helped to organize an Illinois Chapter of N.A.S.W.H.P.

To further keep in touch with local activities, the project maintains contact with the Welfare Council of Metropolitan Chicago. Other services are available from the Catholic Charities of the Archdiocese of Chicago, especially casework services for those trainees who are part of the Kennedy School student body.

Advisory Groups

The Kennedy Job Training Center is not a separate corporate entity. For administrative purposes it functions as a part of the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children and as such is covered by laws applying to not-for-profit corporations in the State of Illinois. The corporate officers are all members of the Sisters of St. Francis of Assisi, the religious community which operates the School.

However, the School has an Advisory Board, composed of competent, interested, and active lay people, most of whom are not parents of mentally retarded children. As a part of the Kennedy School's total program, the workshop merits attention from the Advisory Board in its deliberations. Individual members of the Board have given generously of their time and resources in helping the Job Training Center to achieve its stated goals.

The Kennedy School also has a women's auxiliary, whose role is primarily fund-raising. The dedicated members of this group have taken a close and continuing interest in the progress of the Job Training Center ever since its inception.

Ever since the project was activated, the director and staff have been able to rely for sound advice and counsel on Mr. Michael Galazan, Executive Director of the Jewish Vocational Service in Milwaukee, Wisconsin. He is regarded by all concerned as the godfather of the project and his guidance has helped the project staff over many rough spots.

Several attempts have been made, without success, to form a Board of Consultants which would concentrate on the activities of the Job Training Center. It has been felt that a small, easily assembled group of this sort, representing a diversity of interests -

business, industry, labor, education, and rehabilitation - would have much to offer in the way of giving the project a broader perspective. Perhaps because the Kennedy School Advisory Board has been available for many of these activities, a specialized workshop board has not yet been brought into being, but there appears to be a valid need for such an advisory body.

The project has also had the good fortune of having the interest and sponsorship of the Lt. Joseph P. Kennedy, Jr. Foundation. The original funding for a workshop at the Kennedy School was provided by the Foundation and during the three years of the project, a portion of the necessary matching funds came from the same source. Beyond the financial support, the Kennedy Foundation has helped to set goals and to make available the most adequate kinds of consultative services. Association with the Foundation served as a stimulus toward the establishment of ever higher goals for service to the mentally retarded and resulted in determination on the part of the staff that its work with the retarded would be worthy of continued support.

Synthesis of Components to Provide Services to the Mentally Retarded

The Kennedy Job Training Center had delineated the problem with which it was confronted and had begun to develop an approach to that problem. The client was described and located, a suitable location was at hand to serve him, a staff had been gathered to provide the service, and the help of community agencies and advisory bodies had been enlisted. The next step was to effect a synthesis of the resources of these components into a workable program.

The vehicle chosen to provide the services of vocational evaluation, training, and placement was the sub-contract workshop. Other elements had to be added to create a well-rounded program. Counseling, during and after the training program, were essential to the project. Placement was a logical part of the continuum of services if the role of the training center was to be complete. For some clients, extended services had to be made available, such as casework to deal with non-work related problems. Finally, it was necessary that there be an administrative grouping of the various kinds of retarded persons being served.

Sheltered workshops have demonstrated their usefulness in the rehabilitation process for many years. For the mentally retarded, as for other handicapped persons, the workshop is a milieu in which the realities of work may be encountered and the demands of a work situation can be met. The Kennedy Job Training center elected to have a sub-contract workshop for the following reasons:

1. Reliance on prime manufacturing for a new facility would be unrealistic considering the complexity of setting up means of distribution and the initial investment for materials and equipment.

2. The location of the workshop in a large metropolitan area was advantageous for the procurement of sub-contract work.

3. Sub-contract work added an element of reality to the work situation since trainees could be made aware of the fact that the products were destined for distribution somewhere in the community.

4. The use of sub-contract work, rather than simulating work, is an economic necessity in that it brings income which can be used to compensate the trainees.

From its very inception, the Kennedy Job Training Center applied for and was granted a "Certificate Authorizing Special Minimum Wages for Handicapped Clients of a Sheltered Workshop" from the Wages and Hours and Public Contracts Divisions of the United States Department of Labor. The current hourly rate is thirty cents and can be supplemented by a bonus system.

Starting and maintaining a workshop can be a trying experience, especially with an influx of new clients who must be kept busy. Many an anxious moment has been survived when the supply of work dwindled and the imaginations of the staff members could no longer conjure up new tasks. How the staff grew in sophistication regarding proper pricing and work that was appropriate to the needs of the trainees will be described later in the report. The guiding philosophy was that the program was to center around work attitudes rather than skill training and that these attitudes could be built around a variety of sub-contracts ranging in complexity from the most basic, such as placing a plastic spoon or fork into a polyethylene bag, to relatively complicated tasks in the clerical areas or, as it developed, in the molding of candles.

As it evolved, gaps were found in the program when it relied on sheltered workshop activity alone. The custodial chores of the Kennedy School were a source of training opportunities for clients from the community who had never been exposed to a floor-polishing machine or a commercial dishwasher, though many of these jobs were commonplace to the residents of the Kennedy School. Other part-time jobs were found in the surrounding community, such as stock work in food stores, which were useful, in particular, to those trainees whose existence was centered in the institution.

Certain basic information must be communicated to the trainee at the beginning of his workshop experience. He must be taught the use of the time-clock and the function of this clanking monster interpreted to him. Regular hours are essential and promptness in returning to work after breaks and lunch must be communicated to the client. Some of these values have been difficult to teach to the trainees in the Kennedy Job Training Center since they do not have the responsibility for traveling back and forth on their own, but they have been stressed within the limits of the program as it exists.

The sub-contract workshop and the other available work activities are only a part of the whole complex of services of the Kennedy Job Training Center. Holding the various elements of service together is the counseling program which concerns itself with the individual trainee and his problems. Through counseling the client has a link between his past experiences, the workshop situation in which he is then involved, and the unknown future of work and productivity which may be vague and threatening to him. By design, the counselor is the "good guy" who can interpret the changing pattern of his existence to the trainee. This is different from the role of the production supervisor, or foreman, who is generally viewed as an impersonal authority figure. While the counselor is accepting and available in emergencies, the foreman is not required to play any specific role. Rather he is only asked to have an awareness of the interaction that surrounds him and to react to clients and situations in a natural way so as to create a realistic work situation. Resolution of crises is the province of the counselor, but the work of the counselor goes beyond playing a role or dealing with emergencies and will be described later.

The end result of the evaluation, training, and counseling is a successful placement in a job commensurate with the trainee's level of functioning. While the evaluation supervisor coordinates all the aspects of the program and makes the final determination of a client's readiness for employment and the types of jobs he can handle, it is nevertheless necessary for some one person to have the responsibility to seek out resources for the placement of "graduates" of the Job Training Center. For this reason funds were requested from the Illinois Department of Mental Health, as part of the grant-in-aid request, for the purpose of employing a field representative. Initially the amount of money made available was only enough to pay a person for about twelve hours per week. It quickly became evident that this was an insufficient amount of time for any person to render effective services so that the workshop budget was adjusted to offer a three day a week position.

The field representative operates principally away from the workshop itself. His approach is tailored to meet the needs of individual clients rather than to merely make contacts which might lead to eventual placements. In other words, he seeks specific jobs in specific locations for individual trainees who are ready to leave the workshop program. An individualized approach is possible when the number of potential placements is fairly limited and it is not necessary to try to create a general market for the employment of mentally retarded persons.

An interesting development took place early in the history of the project. Through the efforts of a gentleman who had long been associated with the Kennedy School, several opportunities for part-time jobs presented themselves. The operators of three food stores agreed to accept for one day a week some mentally retarded young men recommended by the Job Training Center. The duties assigned to these young men at various times included sweeping, cleaning shelves, unpacking newly delivered merchandise, stamping prices, stocking shelves, and bagging orders. For trainees from the Kennedy School the experience in stores was particularly useful. It was necessary to use public transportation for part of the trip and the day each week in the community was a change from the institutional life to which they were accustomed. Excellent rapport with the employers has made it possible to move in a succession of trainees to replace those who had moved on out of the School and the workshop and at the same time provided excellent communications so that the workshop staff could keep posted on job performance.

It would be unrealistic to expect that all trainees could be moved through an uncomplicated evaluation and training program and then out into jobs. Additional services to clients and their families have been offered as the need arose. Mainly, these services have been casework. The Kennedy Job Training Center's social worker has started to bring in groups of parents to interpret the goals of the workshop and has used these meetings as a means of indicating his availability to them for individual consultation. It has been possible, through the Division of Vocational Rehabilitation, to refer trainees for psychiatric diagnosis and treatment, for prosthetic devices, and for dentures.

Services have also been extended to those clients who have been successfully placed by giving them a link with an agency that is interested in their progress. The evaluation supervisor, the social worker, and the director have been available to those who were having some difficulties or who wished to change jobs. Where geography makes this difficult, other community agencies have been involved to give the needed support.

A ticklish question has been what alternative plans can be made for those trainees who are not ready for competitive employment at the time they have completed the program of the Kennedy Job Training Center. Wherever and whenever possible, the evaluation supervisor has tried to plan with the family and with the client. After moving a mentally retarded person along the continuum toward greater productivity, it is inconceivable that he should be sent back home to an aimless existence. In some cases what is indicated is a long-term or terminal sheltered workshop. In other cases, even a workshop situation is too demanding for the trainee and an activities program would be indicated. The Kennedy Job Training Center saw as its main goal the operation of an evaluation and training program and could only meet the other needs on a very limited basis by accommodating a small number of trainees for extended service. The very term "terminal workshop" implies a static approach to the rehabilitation of the mentally retarded. Experience has demonstrated that with a dynamic approach, continued counseling and close supervision, many trainees can achieve employability at some time long after completion of the formally structured program. The solution to this problem is not easy but must be found in each community.

Because of the differing needs of each group and the origin of the referral, the Kennedy Job Training Center has developed to a point where administratively there are four different groups. The philosophy, the counseling, and the techniques applied to each group are the same. The difference lies only in the intensity of the service, the number of hours spent in the workshop, and the duration of the program. Following are the groups being served in the workshop at the end of the grant period:

1. Resident and day students of the Kennedy School.
2. Trainees directly sponsored by the Division of Vocational Rehabilitation of the State of Illinois.
3. Students from local high school special education classes.
4. Long-term trainees.

At the time the project was activated the only group to work with was the readily available student population of the Lt. Joseph P. Kennedy, Jr. School. In order to develop the necessary techniques and to handle the flow of sub-contract work, all of the resident and day students of the Kennedy School who were sixteen years of age or older were brought into the program. As time went on, and as each trainee was evaluated, it was found that some were incapable of handling even the most minimal kinds of work demands and they were dropped from the workshop schedule. Others were kept on for a part-time program and spent one or two half-days per week in the workshop until the time of their leaving the School. Some of the original group are still part of the workshop activity and will continue to be for a long time since they comprise a group which has been accepted as life placements at the Kennedy School.

A reappraisal of the workshop program as it affects trainees from the Kennedy School has been taking place as the project drew to a close. The premise had been that exposure to the workshop over a three or four year period would make up for the relatively small number of hours spent in the shop. It was also more convenient to schedule the workshop periods around classroom and other activities. However, there were disadvantages to this approach. First, for those who were achieving academically, a certain amount of momentum was lost by being out of class for even one half-day a week. Second, it was assumed that all students would be in the School until some arbitrary dismissal age, usually at about age twenty, but many of the students were potentially adequate enough to leave the School before this age. Third, some of the students were caught up in a maelstrom of activity -- classroom, workshop, part-time work in a food store, and custodial chores for the School -- often not doing justice to any of these.

Tentatively the plan is to keep students in the academic program as long as they make progress. Dismissal time will be anticipated by at least one calendar year so that it will be possible to bring the individual student into the workshop for a full-time intensive program for a six to nine month period.

During the period of the project, the greatest number of clients served were, in terms of man-hours in the program, those who had been referred and sponsored by the Division of Vocational Rehabilitation of the State of Illinois. Many of these referrals originated with the Division. Others came directly to the Kennedy Job Training Center from other agencies or schools or were directed by friends or as a result of some bit of publicity. These were seen for intake and were then referred back to the Division of Vocational Rehabilitation to have a case opened. After processing by the Division, including interview, medical and psychological examination, and determination of feasibility, the clients were placed on a waiting list for admission into the workshop program.

This group of trainees, sponsored by DVR, was the one which was the primary target of the project. Those trainees who came from the Kennedy School were already participating in a vocational training program, even if less sophisticated, and the clients who were to come from the public schools were still part of an academic program and were under the supervision of school staffs. The others were moving aimlessly from job to job, or even more disturbing, were just sitting at home with no plans for the future.

It was to moderate this problem that the project reached out to the public schools to develop a cooperative special education-work training program. If a link could be provided between educational training and work and a smoother transition effected between school and the job, fewer mentally retarded persons would be left in a vacuum at the conclusion of their years in school.

As a consequence of bringing trainees in from the community, the staff of the project quickly became aware of the need for some kind of long-term services to meet the needs of persons who could not be moved into regular employment at the conclusion of their period of training in the workshop. There had to be some limitation on the number of persons so served in the Kennedy Job Training Center since its focus was to be on evaluation and training and its emphasis on movement. The policy that was formulated was that no referrals would be accepted directly to a long-term program and that only those clients who had completed the regular course of evaluation and training would be eligible for extended services. In some cases the long-term trainees were kept in the workshop pending successful placement rather than to return them to their homes to wait. Among the others, some were placed after a long period of time due to their own vocational development and changes in the local labor market which made it easier to find jobs for marginal persons. It has been necessary to keep a few because of the lack of long-term sheltered workshops to which they can be referred.

Summary

When the Kennedy Job Training Center applied for assistance for the creation of an Occupational Training Center for the Mentally Handicapped, it was necessary to pinpoint the problem which it faced in its local community. In order to develop an effective approach to the resolution of the problem, the ingredients necessary to the solution had to be separated out. The client was described and case-finding techniques developed to seek him out. Recruitment of staff was begun and their functions and responsibilities outlined. Various community resources were investigated, their assistance sought, and their services integrated into the total functioning of the project. The key agencies in the development of the project were the Division of Vocational Rehabilitation, the Department of Mental Health of the State of Illinois, and public school systems in the area served by the Job Training Center. All of this evolved into a range of services not originally anticipated for the project but created in response to a need. The implementation of these new activities was made possible by the availability of additional funds to expand staff.

The development of all of these program activities was expedited by the advisory groups available to the project. No small part of the advice came from the administration of the Lt. Joseph P. Kennedy, Jr. School and from its Advisory Board and women's auxiliary. Professional assistance resulted from membership in the Illinois Rehabilitation Association and the National Association of Sheltered Workshops and Homebound Programs and from professionally competent persons such as the director of the Milwaukee Jewish Vocational Service.

A sheltered workshop program was selected as the vehicle for moving the mentally retarded person into contact with the realities of work and moving him along the continuum toward greater productivity. It was necessary to cope with the mechanical complications of setting up a sub-contract workshop and to procure appropriate kinds of sub-contract work.

The workshop program cannot be an end in itself, so other procedures had to be developed. Counseling was the cement that held together and gave meaning to the whole experience to which the mentally retarded client was being exposed. Further, as his productivity increased, thought had to be given to placing him in a suitable job in the community. If he proved unable to move out into competitive employment, extension of services was needed to help him resolve non-work related problems and to provide an environment in which he could function comfortably and productively.

For administrative convenience it was necessary to separate the trainees into groups which had some characteristics in common. The results were groups for the resident students of the Kennedy School, for the trainees being sponsored by the Division of Vocational Rehabilitation, for the trainees from the public school work-study programs, and for the clients needing a long-term workshop experience.

Chapter III

Implementing the Approach

Specifics of Program

Within the framework that had been constructed and the machinery that had been set up, a moving force was needed. A consistent philosophy of rehabilitation was essential for the guidance of the staff as it approached the problem of setting up a professionally adequate program of vocational evaluation and training for the mentally retarded.

As a starting point the definition of rehabilitation proposed by the National Rehabilitation Association was utilized:

> "Rehabilitation is an individualized process in which the disabled person, professionals and others, through comprehensive, coordinated, and integrated services, seek to minimize the disability and its handicapping effects and to facilitate the realization of the maximum potential of the handicapped individual."

Central to the philosophy of the Kennedy Job Training Center is the importance of instilling in the client good work attitudes. Once these habits of promptness, consistency of work - both as regards quality and quantity - acceptance of authority, and good interpersonal relationships have been internalized, the mentally retarded person should be able to acquire the skills necessary for a particular job. Up to this point in the development of the Job Training Center, there has been no emphasis on the teaching of job skills. Such things as dexterity, coordination, judgment, and ability to tolerate repetitive tasks are noted as part of the total evaluation of the individual trainee's potential and for the purpose of directing him toward suitable employment. However, actual training in specific skill areas has not been incorporated as part of the programming.

The actual work experience is the means by which the retarded person is confronted with reality. From the first day in the workshop, the trainee is assigned to one of the on-going sub-contract tasks. There is no reliance on work samples. It has been found that measurements of productivity and quality of work can be as readily made without the use of a work sample or other simulated work activity. The shop and the work experience are used as a situational technique designed to give the client a new milieu in which to function, where he can be observed and moved toward increasingly adequate behavior. Throughout all of these experiences the binding factor is the emphasis on development of good work attitudes.

The Workshop

In a program based on work activities, the type of tasks to be found in the shop are of the utmost importance. Ideally they should represent a wide range of difficulty, should be consistently available, rather than in spurts, to facilitate scheduling, and should be profitable. In the Kennedy Job Training Center every effort is made to see that bidding practices conform with the legal requirements of the Wages and Hours and Public Contracts Division of the United States Department of Labor so as to eliminate the possibility of unfair competition with business or of exploitation of the handicapped population of the workshop and at the same time assure the Job Training Center of getting a fair price for the work it does.

The primary source of sub-contracts for the Kennedy Job Training Center is the Community Industrial Contract Association, an affiliate of the Welfare Council of Metropolitan Chicago. The Job Training Center has membership in this unique organization along with the Chicago Jewish Vocational Service, the Chicago Association for Retarded Children, the Chicago School for Retarded Children, the Cook County Welfare Department Rehabilitation Division, and the Illinois Association for Crippled Children and Adults. Each agency contributes toward the budget of the Community Industrial Contract Association. The major function of the Association is to develop sub-contract resources. This is done by a full-time field representative who employs various means to contact industry for the purpose of soliciting work for the member workshops and homebound programs. He does this by actual canvass of businesses, by advertising in the Yellow Pages of the telephone directory, by mail contacts, and through various publicity media.

Other sub-contracts have come from people who have had some association with the Kennedy School or the Job Training Center, as a result of publicity, or as a result of recommendations by satisfied customers. They have varied in complexity and in the degree to which they have met the needs of the workshop for work which is useful for training purposes. Likewise there has been variability in how profitable they were and how long they lasted. An illustration of some of the types of work done in the workshop over the three year period follows:

1. Packaging of plastic spoons and forks. Individual spoons and forks are placed in a polyethylene bag, heat-sealed, and bulk-packed.

2. Packaging of an "end-plate" kit. Various materials needed to complete a sink-top installation are gathered and placed in a carton which has to be set up and taped.

3. Packaging of bicycle parts. Various types of spare bicycle parts were counted into small boxes which had to be stamped, set-up and then placed in master cartons.

4. Packaging of auto accessories. Chrome air-cleaners are assembled and placed in display containers and then in master cartons.

5. Packaging of microphones, microphone stands, and adapters in individual cartons and then in master cartons.

6. Packaging of antiquing kits. Various materials such as spray paint, drop cloths, sandpaper, and instructions are assembled and placed in individual cartons which were labelled and placed in master cartons.

7. Packaging and mailing of speed reading kits. The various materials are assembled, placed in individual cartons and then in a corrugated container. Pre-addressed mailing labels are sorted by postal zone, the amount of postage determined, postage affixed by a postage meter, and taken to the local postoffice for mailing.

8. There have been a wide variety of other tasks such as assembling corrugated partitions, collating and assembling catalogs, and inspecting battery plates.

It would serve no useful purpose to enumerate each sub-contract in the workshop. The foregoing is descriptive of the types of work encountered in the project and parallels can surely be found in other sheltered workshops. However, the staff maintains an awareness, which it constantly communicates to the trainees, that all of these jobs are done for industry and must be of industrially acceptable quality and on schedules acceptable to the sub-contractor. The experience of the Kennedy Job Training Center has been that while there have been occasional criticisms of the quality of the work, in no case was a job taken away for this reason. Scheduling has been more of a problem and in several cases sub-contracts were relinquished when the Job Training Center could not meet the demands for production. On the whole, performance has not been a problem as is evidenced by the fact that a number of sub-contractors have seen fit to give work to the Job Training Center repeatedly.

In August, 1963, the Kennedy Job Training Center embarked on a new venture. Arrangements were made for the director to visit a candle manufacturing concern in Hyannis Port, Massachusetts to explore the feasibility of setting up a candle manufacturing operation in the workshop at Palos Park. Several factors entered into the decision to launch such a project.

1. Although the proposed project would be on a sub-contract basis, it would lessen the workshop's dependence on the availability of subcontracts and would facilitate scheduling of work.

2. Initial funds for the project were to be supplied by the Kennedy Foundation to provide for the purchase of the necessary equipment and supplies.

3. The manufacturing process seemed adaptable to the needs of the mentally retarded; well within the limits of their capability and yet challenging enough to the more adequate trainees, with steps that demanded levels of judgment not typically found in tasks available in workshops for the mentally retarded.

4. There were no hazards involved in the manufacturing process since the melting point of the wax was far below any danger point and with properly designed equipment there was no danger of fire or explosion.

The arrangements for setting up the candle project took almost six months and included a contract with the Old Harbor Candle Company which specified prices, responsibility, and other conditions. By March of 1964 the Kennedy Job Training had acquired equipment and supplies, staff members had been trained for candle making, and production of three varieties of hand-molded candles was begun.

Although there were many mechanical problems to be solved and business matters which were never fully resolved, the candle project proved to have great value. It took much of the available floor space of the workshop compared to the six or eight trainees who could be kept occupied and the workshop staff has been unable, so far, to devise a workable means of controlling the dirt resulting from the project. However, most of the goals that were sought when the candle operation was started were attained and in the eyes of the trainees assignment to some phase of candle making assumed a kind of status. The Old Harbor Candle Company placed its orders sufficiently far in advance so that, as a rule, production could be planned. Shipments were made to only one place and there was no responsibility for either marketing or distributing the product. For the trainees the candle making was an opportunity to see a complete manufacturing operation. The raw wax was melted, other ingredients added, such as stearic acid, dyes, and for some candles, scents, the melted mixture poured into molds, and after the candles had solidified, they were removed from the molds for finishing steps and packaging. The various steps tested the judgment of the trainees in that they had to keep careful check on the temperatures, had to determine when it was time to open the molds and remove the candles, had to remove excess wax or "flashing", and had to determine if a candle was of acceptable quality.

The candle operation at the Kennedy Job Training Center was the forerunner of the John F. Kennedy Flame of Hope Candle project and the pilot steps for the latter also took place in the Job Training Center. It was there that the original molds were first sent, where the proper wax mixtures were tried and improved, where the time and motion and other engineering studies took place, and where the accounting consultants studied the candle making process for the purpose of developing systems of accounting and cost controls. The feasibility of this project had already been demonstrated by the Kennedy Job Training Center's affiliation with Old Harbor and led to a unique and promising development in the sheltered workshop field.

Throughout the period of the Federal grant, the staff of the Job Training Center became increasingly sophisticated in its dealings with sub-contractors. In its early stages, when there was a shortage of work, jobs were accepted without careful scrutiny as to their suitability for a workshop and often reluctantly because of some questions about the adequacy of the prices. As resources were developed and as the staff gained in wisdom, bidding for jobs became more realistic and some were turned away if they seemed inconsistent with the needs of the workshop. The members of the Community Industrial Contract Association are contemplating ways to improve the services of the Association by adding an additional field man and making available the services of an industrial engineer to help with pricing and setting up jobs. Also being considered is a cooperative hauling arrangement so that each agency need not take care of its own trucking needs. The Kennedy Job Training Center purchased a used truck which was Government surplus and had it reconditioned for use when sub-contractors could not or would not handle trucking of materials to the workshop and finished goods from the workshop. Prior to this the workshop had access to several vehicles which were the property of the Kennedy School. Initially one of the School's maintenance men was pressed into service as a chauffeur, but later one of the Job Training Center staff was assigned to the task of driving the truck when needed.

Another matter about which the staff grew to be wary was the bulk of a particular sub-contract job. Bulky goods not only necessitated handling, but also posed a problem of warehousing. The project was fortunate in that the Kennedy School, with its large complex of buildings, had a small warehouse, several garages, and tunnels connecting some of the buildings which could be utilized for storage. However, the staff soon learned that the cost of the extra handling and warehousing had to be figured into the costs.

As staff "know-how" increased, a review of longer standing jobs was begun and a sharper pencil used in figuring new jobs to reflect the increasing costs of doing business and to assure compliance with legal requirements. During the last year of the project there was a more comfortable availability of sub-contract work which placed the Job Training Center in a better bargaining position. The plan as the project drew to a close was to continue the careful scrutiny of jobs which were offered for bidding both as to their propriety and their profitability.

The location of the Job Training Center on the grounds of the Kennedy School made it possible to add another dimension to the program. The institutional setting provided opportunities for service jobs which were commonplace to many of the residential population but were strange to the trainees coming from the community. Yet many of these jobs were to be found in the community as full-time occupations and were reasonable vocational goals for some of the trainees.

For instance, the Kennedy School maintains an infirmary under the supervision of a trained practical nurse. It has been possible to assign several female trainees, from time to time, to work in the infirmary and learn how to make beds, clean, help with serving food to patients, and so on -- useful training for a young lady who might later be employed in a nursing home.

The Kennedy School has on its premises a laundry which is equipped with equipment similar to that found in regular commercial laundries. Several young ladies have been trained there in the use of the mangle, hand pressing of shirts, and other laundry tasks. As a result, two of these trainees are now employed in laundries close to their homes.

The large and beautifully equipped kitchen of the Kennedy School gives ample opportunity for training in food preparation. Each noon finds the kitchen humming as meals are prepared for about 250 persons. Many trainees have had the experience of helping to prepare and serve food, and operate the commercial dishwashing machine.

There is no lack of opportunity to learn custodial chores in such a large institution. This can be in the workshop building itself, where floors, washrooms and offices must be kept tidy. The School grounds must be policed and the large lawns mowed. Corridors, classrooms, and offices have walls and windows to be washed and floors to be scrubbed and polished.

All of these tasks are not merely "busy-work" nor are they especially designed to save money for the School or the Job Training Center. They have been found to be excellent training devices and for many trainees they are reasonable vocational goals. The staff of the Kennedy School, both religious and lay, serves as a supplement to the Job Training Center staff. When trainees are assigned to work for one of the Sisters or one of the maintenance personnel, the supervisor is asked to carefully observe the functioning of the trainee and to report to the workshop, on the same forms used by the production supervisors, as to the performance on the job. The experience in service areas has been found to be useful and meaningful to many of the trainees, some of whom are not able to cope with sedentary jobs to be found in the workshop itself.

The Intake

A fairly straightforward procedure has been developed to handle intake of applicants for the Kennedy Job Training Center. It has met the needs for acquiring information about prospective clients and for a gross screening of applicants. As has been previously stated, the policy of the project has been to encourage admission of as many potentially suitable candidates as possible rather than to arbitrarily screen them out on the basis of available predictive devices. The Division of Vocational Rehabilitation has supported this policy to the extent of having doubtful cases admitted to the program for at least a diagnostic period.

First step is arrangement for an interview with the project social worker in which not only the applicant is involved, but also one or both parents or some other family member. The only departure from this procedure is for trainees from the Kennedy School for whom much family information can be gleaned from the School files. However, if a member of this latter group is to be admitted later under DVR sponsorship, the intake report is up-dated and a family member is required to come in.

At the interview, the applicant is asked to fill out a simple application form (Appendix A) to the best of his ability. The social worker then makes use of a self-concept check list to which the client makes verbal responses, after which the interview is continued. The self-concept check-list can be found in Appendix C.

During the interview with the parents or other family members, the caseworker completes another application form (Appendix B) which is used to corroborate information gained from the candidate and to add other useful data. Family members are also asked to sign a release to obtain information from other schools, agencies, or institutions and to indicate their willingness to have the client treated medically in an emergency and to be photographed when the occasion arises. The interviewer, in addition to gathering information from the family, takes this opportunity to interpret the program of the Job Training Center and its goals and to take the applicant on a tour of the workshop.

The next step is to collect collateral information from schools, hospitals, and agencies with which the candidate has been active. The client is also registered with the Social Service Exchange of the Welfare Council of Metropolitan Chicago. This directory service helps to cross-check those agencies and institutions where the client might have gotten service in the past or where he or she might still be active. In some cases the applicant's family might have neglected to mention the contact and the information so overlooked could have a bearing on the evaluation.

Having gathered all this material, the social worker prepares an intake report under the following headings, which are self-explanatory:

1. Referral
2. Description of the Applicant
3. Social and Family Background
4. Medical History
5. School History
6. Psychological Information
7. Vocational History
8. Vocational Goals
9. Summary

The evaluation supervisor and the social worker review all of the material and meet to determine what recommendation to make to the Division of Vocational Rehabilitation -- acceptance or refusal -- and a preliminary prognosis. The complete intake report and attendant data are then sent to the DVR for action.

At DVR the applicant is again seen,arrangements are made for medical examination and a psychological work-up if no recent information is available, and the DVR liaison counselor makes his recommendations. Once approved for service by the Division, the client is placed on a waiting list and is brought in under DVR authorization as soon as a vacancy occurs.

The Diagnostic Period

The diagnostic period varies in length for the different groups served. According to the working agreement between the Kennedy Job Training Center and the Illinois Division of

Vocational Rehabilitation the diagnostic period for full-time clients under DVR sponsorship is six weeks. For those trainees coming from schools, since they are in the workshop only half-time, the diagnostic time has been extended to twelve weeks. In the case of trainees from the Kennedy School, the diagnostic period is less structured and a greater flexibility is maintained so that no specific time is designated as a diagnostic period.

During the diagnostic period, the client is assigned at once to a work task. This is preceded by a brief orientation with the counselor or the evaluation supervisor on the first day. He is given his time card and the use of the time clock is explained. The trainee is shown where his locker is, where the washroom facilities are, is told what the hours of work are to be, when he is to have his coffee break and lunch time, and he is introduced to the production supervisors.

It has been a practice to make the initial work assignment to a task that is not demanding so that the new trainee has a chance to acclimate himself to the new environment. For example, one of the on-going sub-contracts in the workshop is the packaging of plastic spoons in individual polyethylene bags, later to be heat-sealed. The first step is simply to insert a spoon into the plastic bag and is relatively easily accomplished by anyone, even those with difficulties in coordination. Few demands are made of the trainee during the first days in the shop and little pressure is applied for increased production. A degree of conformity is required and acting-out behavior must be dealt with. However, the attitude of the staff is generally supportive toward the new trainee as he attempts to adjust to the new social situation.

The aim of the diagnosis is to evaluate the client's functioning in a work situation, his strengths and weaknesses, to make a prognosis as to his vocational future, and to formulate a plan for further training for the individual. Major areas of concern for the staff are:

1. Performance, both quantity and quality of work.

2. Interpersonal relations, including relationship to supervisors, ability to handle authority and accept criticism, and relationship to co-workers.

3. Attitudes, towards self and work.

4. Trainee as a worker, covering abstract and conceptual notions such as self-discipline and ability to function without close supervision.

A number of forms for the guidance and use of the staff have been used in the project. Through a process of evolution, they have been refined into the form found in Appendix D. This, in a sense, is an all-purpose form to be used by the production supervisors to review each trainee's performance and behavior and also for the evaluation supervisor and counselor to utilize as a final staffing report. The form is supplemented by narrative comments written by the foremen about each client.

Since good communication between staff members is essential to the successful functioning of the workshop program, a number of ways to encourage exchange of observations and opinions have been employed:

1. The counselor and the evaluation supervisor review the written comments of the production supervisors.

2. The members of the staff discuss observations informally during the work day.

3. Regular meetings are scheduled with each foreman by the counselor and the evaluation supervisor.

4. Staffings are held at regular intervals to focus on the progress of each client and result in a formal report.

At the end of the diagnostic period a staffing is held to evaluate the trainee's progress and to plan for his future. In addition to the evaluation supervisor, who chairs the meetings, the vocational counselor, and the production supervisors, the meeting would include the DVR liaison counselor and representatives of any school or agency which has been, or is, active with the client. If the consensus is that the trainee is not ready for additional training, alternate plans are discussed and he is terminated from the program. It then becomes the responsibility of the evaluation supervisor to interpret this to the client and to his family and to assist in contacting other agencies which have an appropriate service to offer. The experience of the project has been that very few trainees have left the program at this point.

It follows, then, that most trainees are recommended for advancement into the training phase of the program. If the Job Training Center staff and the DVR counselor are in agreement, the latter authorizes further sponsorship by the Division and plans are made for the type of work task to be assigned, type of supervision, and the format for counseling. The client is notified of his continuation in the program and the decision is also relayed to his family.

The Training Period

The very essence of the program of the Kennedy Job Training Center is in its counseling. In general, trainees who enter the Job Training Center do not have a very positive view of themselves nor do they have a good understanding of the world of work. To remedy this situation the counseling program is geared to helping the trainee obtain a more realistic view of himself by evaluating his strengths and weaknesses and then moving toward acceptance of his limitations and maximization of his assets. By tying the counseling closely to the trainee's experiences in the work setting the trainee slowly begins to realize that he can experience success, is capable of being a productive individual, and that he can develop to the point where he can become a productive, meaningful individual worthy of self-respect.

To deal with the trainee's limited knowledge of the world of work, both individual and group counseling are set up to help the mentally retarded person obtain an understanding of the nature of work, the role of a worker, and how the workshop can be used to prepare for movement from a sheltered work setting to employment in the regular labor market. In all cases the counseling process is based on the individual needs of each trainee and reports, conferences, and formal staffings are held regularly to insure that the counseling and training on the workshop floor are tied together in a manner whereby the client can move toward the highest possible level of functioning.

The experiences on the workshop floor create a polarity around which counseling can be built. Interaction with peers and with authority leads to questions which can be brought to the counselor and interpretation of crises, major and minor, which occur during work hours help the counselor to interpret the meaning of work and how to handle everyday problems.

To most mentally retarded persons, the workshop opens up new vistas of social experience and relationships with others which never have confronted them. Many have never had an opportunity for heterosexual relationships. The trainee may become engrossed in these new types of social behavior to the exclusion of work activities. The staff carefully observes non-work behavior during breaks and lunch time and scrutinizes social groupings during these periods. It then enables the counselor to explain to the trainee what is appropriate in a work setting. Allowances are made for what may be typical adolescent behavior, and the counselor tries not to moralize but rather to explain what is acceptable and what is unacceptable in a real work setting.

A question which came to the minds of the project's staff was whether it had any responsibility to provide a recreational program for trainees. If the workshop floor was to be a very special kind of experience and socializing with one's peers was to be discouraged, should some kind of outlet be provided where the client would be free to experiment with social interaction? Another concern was that if a social-recreational program was to be launched, which members of the staff should be involved? There was a danger in confusing the roles of the staff in that a production supervisor could not be the demanding authority figure in a work setting during working hours and play an entirely different role as a chaperone at a social after hours.

The decision was made to have a social program of some kind for the trainees and the problem of who would actively work with them in planning affairs was resolved by having the social worker and the evaluation supervisor assume the responsibility since they were not directly involved in the everyday conduct of the workshop's production activities. Rather than to plan everything for the trainees, they were invited to form committees and plan their own parties and picnics. Thus far, the recreational program had been conducted on a very limited basis during the last few months of the project but has met with enthusiastic acceptance by the trainees and it is planned to continue with other events at intervals of a month or six weeks.

Counseling has been conducted both individually and on a group basis. Groups have been selected so as to have some degree of homogeneity. The evaluation supervisor assigns trainees to a group on the basis of their level of functioning and their proximity to leaving for the labor market. The group counseling session has proved to be valuable for the purpose of role-playing such experiences as the employment interview and specific situations which may be encountered during the actual work day. The group often provides an effective means for using the pressure of group opinion to modify the behavior of an individual client. Group counseling also creates a more comfortable environment for the trainee who is uncooperative and unable to respond in a one-to-one relationship but may be prompted to speak up in the midst of a group of his peers.

The individual client is seen by the counselor or the evaluation supervisor on a weekly basis if he is in attendance at the workshop on a full-time basis. Those trainees who come half-time or less frequently are seen correspondingly less often. If the trainee has a special problem and wishes to see the counselor at other than his regularly assigned time, he is free to ask for such a meeting.

The level of counseling depends on the needs of the particular client being seen. It may range along the whole continuum from therapeutic to vocational counseling. The latter may consist of preparation for filling out an employment application, how to handle oneself in an interview, how to dress for an interview, and actual job choices. The counselor may even accompany the trainee to his interview. On the other hand, the client may be very immature and not even be able to relate to other persons, or he may have serious emotional problems which render him incapable of fully investing himself in work. In such cases the role of the counselor is quite different and requires that he direct his energies toward helping the trainee see himself as a productive human being with a sufficiently healthy self-image so that he can function up to the limit of his potential.

There has been no deliberate attempt to understate the value of the work experience itself, for, after all, work is what occupies most of the trainee's hours at the Job Training Center. Only the actual performance of productive work can give the client the gratification of being a doer and only through accomplishment can he internalize the feeling of self-respect. It is to this end that the workshop experience itself is directed.

A principal technique used in the project is the use of money as a reward. One of the underlying principles of our culture and economy is to pay people for the work they do. The project started out with a system of straight hourly pay. For the new workshop, with great turnover in sub-contracts and a limited amount of sophistication in analyzing the elements of cost, the mechanics of establishing a sound method of piece-rate pay seemed impractical. However, additional incentives were necessary to encourage the development of better attitudes and increased productive performance.

The first step in designing an incentive plan was to develop a bonus system. Each week the production supervisors meet and examine the list of trainees in the workshop. One by one there is a discussion of performance during the past week and decisions are made either to give or not to give a bonus of one dollar. The factors considered are not absolute; the trainee is not measured against his fellow but is asked to measure up to abstract notions which are considered to be important in a work situation. He need not be high in productivity to be eligible for a bonus, but is required to have acquired, to the best of his ability, those attributes which are thought to make a good worker.

The fifteen points which might eliminate the trainee from consideration for a bonus are:

1. Talking too much.

2. Failure to return to work right after breaks.

3. Just not working hard.

4. Not paying attention to the quality of work.

5. Wandering around.
6. Not asking for help when not sure of how to do a job.
7. Annoying others.
8. Arguing with the foreman.
9. Not willing to do every work assignment without an argument.
10. Not doing the job exactly as instructed.
11. Daydreaming.
12. Not paying enough attention to your own work.
13. Not working steady.
14. Not sitting up and looking like a worker.
15. Poor grooming.

Bonuses are announced with a small ceremony at the end of each work week and the names of bonus winners are posted on a board for the next week. Disgruntled trainees are free to question why they were not awarded a bonus, and, indeed, the receipt of a bonus or failure to get one provides a valuable tool to use in counseling.

Shortly after the development of the bonus system, another element was added. It is also possible to receive a bonus for outstanding production, but to get this second dollar a week, the trainee must first have been entitled to the bonus for workmanlike behavior, thus eliminating from consideration those trainees with good potential but unsatisfactory, acting-out behavior.

It is obvious that there are weaknesses even to this type of incentive system, and a well though-out piece-rate system is preferred by Wages and Hours and Public Contracts Division of the Department of Labor as being the fairest way of paying workers commensurate with their productivity in a workshop. Hopefully, the project will be moving in this direction. As the project period drew to an end, another alternative was being considered and was about to be tried on an experimental basis. As proposed, trainees would be paid on three different levels, each level to have two grades. Thus there would be six pay-rates, from the certificated thirty cent an hour minimum up to seventy-five cents per hour, still based on the fifteen points listed above but also based on productivity. Shop foremen would be asked to rate clients as to whether they are producing at, below, or above a shop average for the different jobs. The proposed wage scale would then look something like this:

Level I

Grade 1: Pay @ 30 cents per hour.

Criteria: a) Below shop average production.
b) Violates one or more bonus items.

Grade 2: Pay @ 35 cents per hour.

Criteria: a) Below shop average production.
b) Meets all bonus items.

Level II

Grade 1: Pay @ 40 cents per hour.

Criteria: a) Shop average production.
b) Violates one or more bonus points.

Grade 2: Pay @ 50 cents per hour.

Criteria: a) Shop average production.
b) Meets all bonus items.

Level III

Grade 1: Pay @ 60 cents per hour.

Criteria: a) Above shop average production.
b) Violates one or more bonus points.

Grade 2: Pay @ 75 cents per hour.

Criteria: a) Above shop average production.
b) Meets all bonus items.

Regardless of what the method of pay is, the production supervisor looms large in the workshop picture. Not only does the trainee identify with him or with her as a person and as a symbol of adequacy, but he or she must be constantly alert to the client's behavior and performance and able to understand the plan for that individual and to implement that plan to move the mentally retarded person toward the goals set for him. Clients are assigned to a particular foreman. This is done for administrative simplicity so that one foreman has the responsibility for reporting on a client although all the foremen share their observations and experiences with the trainees. Assignments are changed from time to time so that different viewpoints can become part of the record and different opinions shared at staffings on the clients.

The pattern for staffings during the training period is as follows. The working agreement with the Division of Vocational Rehabilitation requires that there be a staffing at the end of the thirteenth and the twenty-sixth week of the training period at which the DVR liaison counselor is to be present. Intermediate staffings take place after the seventh and the twentieth weeks, at which the DVR counselor may or may not be present. The intermediate staffings are held for the benefit of the Job Training Center staff in order to up-date plans for the individual trainees.

Placement

For many trainees the training period merges into and becomes a part of the placement process. As they achieve the degree of readiness for employability, the nature of the program changes. The trainee is subjected to increased pressures on the workshop floor -- for greater production and to test his ability to tolerate frustration and a matter-of-fact attitude on the part of supervision. He is asked to function more independently, to assume more responsibility, and to exercise more judgment. At the same time the counselor begins to explore with him the kinds of jobs for which he is best suited and the Job Training Center's field representative reviews his file and consults with the evaluation supervisor to better acquaint himself with the prospective "graduate's" job needs.

The Kennedy Job Training Center is faced with unique problems in effecting job placements of the trainees who complete its program. Since it serves a large geographical area and the client population is widely dispersed, the problem of finding a suitable job is further complicated by the necessity of finding that job in a suitable location. Ideally, placements should be made in close proximity to the client's home. Often this is not possible since many of the communities are primarily residential and do not possess job resources. Transportation from one community to another may or may not be available. However, all of these towns are clustered around the city of Chicago and have some access to the heart of the city within reasonable commuting time.

As has been previously mentioned, the activities of the field man hinge on the needs of individual clients and when he sets about to canvass businesses and industry, he has in mind one or more clients who are ready for employment and concentrates on areas which would be convenient for them.

Obviously a door-to-door canvass by itself would be frustrating and unproductive. The field representative utilizes daily and local newspaper want-ads and checks out those that look promising for a mentally retarded man or woman. He follows through on leads given by individuals and uses an industrial directory as a guide for door-to-door solicitation. A great deal of effort on the part of the director and the evaluation supervisor has gone into developing an effective public relations program that would bring the Job Training Center to the attention of potential employers. Talks have been scheduled before trade associations and business groups. Appearances before community organizations such as service groups, PTA's, and parent groups concerned with the mentally retarded always provide a forum for the statement of the needs of the mentally retarded for employment opportunities.

Two governmental agencies have cooperated in arranging for placement of retarded persons. The Illinois State Employment Service has access to suitable job openings in the various communities. Most gratifying has been the relationship which the Job Training Center has enjoyed with the Illinois Division of Vocational Rehabilitation in placing retarded people in Federal civil service jobs. Since the beginning of the program for placing handicapped, especially the retarded, in Government jobs, the project has maintained contact with the persons responsible for seeking out these openings. On one occasion the director of the project and the evaluation supervisor participated in a panel discussion before a group of Federal supervisory personnel on the potential of handicapped persons for government employment, and at another time not only did the project staff help to plan a similar program, but the Kennedy School and the Job Training Center played host to the group. Several successful placements in Federal jobs have been made and even more are anticipated for the future.

A specific need has been met by a contact with a nursing home which is under the jurisdiction of the Catholic Charities of the Archdiocese of Chicago. Some trainees achieve a level of functioning which enables them to perform satisfactorily in a semi-sheltered setting, yet they cannot handle the demands of a regular, competitive job. Furthermore, there are some trainees from among the resident population of the Kennedy School who have no families with whom they can reside after they leave the confines of the School. For this group, a placement in the nursing home has proved to be an excellent transitional step. They are given room board, and a salary and have been assigned, in the main, to either laundry or kitchen work. From this setting, some have moved on to greater independence, others are continuing on the same basis.

During the period of Federal support, from April 1, 1963 through May 31, 1966, a total of 44 persons were placed on jobs or found employment on their own. In terms of their administrative grouping, the breakdown was as follows:

Kennedy School	12
Division of Vocational Rehabilitation	26
High School	4
Special from Community	2
TOTAL	44

It would be appropriate here to relate the placement figures to the service figures included in Chapter II in the section on "Clients". The data have been reduced to tabular form.

Disposition	Kennedy School	High School	DVR
Employed	12	4	26
Still in Shop or School	50	10	16
State School, Terminal Shop, or Activity Program	25	2	5
Withdrew, At Home, Terminated	11	6	9
Referred to DVR		3	
Waiting Placement			4
Mental Hospital	1		1
Job Corps			2
TOTAL	99	25	63

An interesting comparison can be made among the three groups. If one deducts the number still in the program from the total number served, it becomes apparent that of those trainees who left the Kennedy Job Training Center, 55% of the DVR group found employment whereas only 24% of the Kennedy School group and 26% of the part-time high school trainees went to work. In Chapter IV there is a brief section wherein the significance of these data is discussed under "Movement of Community Population".

Other points can be made about the placements. Most of the activity occurred in the last half of the grant period as the numbers of persons served in the program built up and as increasing numbers of trainees achieved job readiness. Also, a number of trainees who were part of the Kennedy School residential population were placed with the cooperation and assistance of the staff of the Division of Vocational Rehabilitation.

The 44 placements of persons who had participated in the training program of the Kennedy Job Training Center covered a wide range of occupations which can be broken down into seven general categories.

1. Retail establishments	2
2. Service occupations	20
3. Factory work	12
4. Clerical	4
5. Construction	2
6. City Maintenance	2
7. Landscaping	2
TOTAL	44

Alternatives

It should be obvious to all who are concerned with training the mentally retarded that not everyone is destined to be a "success story" and "live happily ever after". Like most professionals who are active in rehabilitation, the staff of the Kennedy Job Training Center feels that some alternative must be provided for the trainee and his family after the retarded person has concluded his formally structured experience in the workshop. To merely return him to his home after having exposed him to a new set of experiences and having raised his level of functioning, however little, seems unjust and a failure on the part of the professionals and the community.

For those who cannot tolerate even the minimal demands of a sheltered workshop, it is essential that there be activity programs conducted by professionally competent persons who can provide additive experiences designed to up-grade the mental retardate's social and skill functioning. There are presently all too few such programs to which referrals can be made and the project itself is unable to create one since its current focus and commitment is to offer vocational evaluation and training.

There is a far larger group of persons who complete a part or all of the prescribed program in the Job Training Center and are still unable to compete in the labor market. This group can continue to function productively and meaningfully in a long-term sheltered workshop. While there are a number of such facilities in Chicago and its environs, they are too few to meet the needs of the community. Whenever possible, referral is made to such an agency if it is accessible to the client and if there is an available opening. The Kennedy Job Training Center has met this need only in a very limited way because of limitations of space and staff and also, as in the case of activity centers, because it has chosen to concentrate on vocational evaluation and training. The implications of this problem of providing a broader range of services to the mentally retarded within a single agency will be considered in a later section of this report.

Follow-up

Even those "graduates" of the Job Training Center who have found employment either through their own efforts or with the assistance of the project staff are not sure to have an uncomplicated existence. It would be illusory to expect that each had found his or her niche in society and had made a complete and successful adjustment. The most successful often have a need for a ready ear to which they can recount the story of their problems and successes and for a stalwart shoulder on which to lean for reinforcement.

Through the working agreement with the Division of Vocational Rehabilitation the staff has an obligation to provide counseling and placement services for one year after completion of the program in the workshop. The availability of the staff continues long after the formal contractual requirement and trainees who leave are encouraged to communicate their concerns in person or by telephone as frequently as they like. Like their non-handicapped peers, it is expected that the mentally retarded will not necessarily stay on indefinitely in their first place of employment.

When there is good rapport with the employer, the evaluation supervisor may contact him directly to ascertain the cause of the ex-trainee's difficulty and to interpret to both the employer and the employee how the problem can be handled. Often there is no ready solution to the problem and it is necessary to help the former trainee to find another more suitable job.

In some cases the client's difficulties center not around his job as much as in his family and the social milieu. The project's social worker then attempts to become involved in seeking a solution. This is not always easily accomplished and the case worker seeks to create an aura of availability by inviting former trainees to participate in the recreational activities and by reaching out to contact them when he becomes aware of any problems.

Summary

This describes the manner in which the Kennedy Job Training Center put into action a program for moving mentally retarded persons toward greater usefulness. Central to the philosophy of the project was the importance of instilling good work attitudes through actual work experiences. Prior to admitting the client to the program, a straightforward intake procedure had to be developed based on a policy of admitting as many potentially suitable persons as possible rather than arbitrarily screening them out.

Once admitted, the trainee becomes part of a diagnostic program aimed at evaluating his functioning in a work situation and determining both his strengths and weaknesses so that a prognosis can be made regarding his vocational future. As he moves on into the training period, there is great emphasis on counseling to help the client obtain a more realistic view of himself and to move him toward acceptance of his limitations and maximization of his assets. All of this is built around his experiences on the workshop floor where he is given an opportunity to be a productive human being. Linked to his work experiences are new social activities, some of which are provided by the Job Training Center as part of a recreational program.

Since work is the primary vehicle for training the mentally retarded in a sheltered workshop situation, techniques had to be devised to underscore its importance. Money is the main reward and an hourly pay rate is used as well as a bonus system and a newly created method of paying at different levels of productivity and adequate work behavior.

The end result of the training and counseling is placement in a job appropriate to each client's level of functioning The Kennedy Job Training Center has responded to the unique problems of a widely dispersed client population by a specialized form of placement, seeking positions for individual trainees, accessible to their places of residence rather than by a generalized development of job resources. The agency's own field representative actively canvasses the surrounding communities and other means of placement have been utilized such as the State Employment Service and the Division of Vocational Rehabilitation through its liaison with the United States Civil Service Commission. From a standing start at the beginning of the project, 44 persons were placed in a wide variety of jobs during the period of Federal support. Because of the momentum that has been engendered, most of these placements were made during the latter part of the three-year span.

Alternative kinds of service had to be developed for the large numbers of clients who could not readily make an adjustment in the community. It was pointed out that there are still gaps in the continuum of service which is needed. Activity programs and terminal workshops are still in short supply and the Kennedy Job Training Center has taken some limited steps in the direction of providing a long-term program. Even those who move out into jobs may require continued counseling and casework services and the project staff has willingly assumed this responsibility.

In order to build a program around a sheltered workshop, it was necessary to procure a variety of suitable sub-contracts. The primary source of these jobs has been the Community Industrial Contract Association. To further diversify the types of work activities to be found in the workshop, the Kennedy Job Training Center negotiated a contract with a Cape Cod candle manufacturer with the assistance of the Kennedy Foundation. This entry into prime manufacturing was not without its problems and complications but it successfully achieved the end result of lessening dependence on sub-contract activities alone and by making available to the mentally retarded trainees tasks which were within their limits and yet challenged the judgment, dexterity, and functioning of the most adequate. This pilot operation led to the VRA funded John F. Kennedy Flame of Hope Candle Project currently in operation in twelve workshops for the retarded around the country. At the same time the staff of the Job Training Center grew in sophistication regarding the suitability of sub-contracts and in pricing techniques.

Additional work opportunities were found in the many institutional tasks on the premises of the Lt. Joseph P. Kennedy, Jr. School. Trainees worked under supervision in the School infirmary, the laundry, the kitchen, and in a variety of custodial chores and these activities were tied in with the many production operations which took place in the workshop itself. The result was that many clients were adequately prepared for employment in service occupations in the community.

Chapter IV

Results

Throughout the project the staff constantly asked itself whether it was headed in the right direction to achieve its stated objectives. The answer was that in spite of some detours to react to specific community needs, the general movement was toward meeting goals. Due to a combination of circumstances it was possible to go beyond the original scope of the project and to expand staff and program to a degree not anticipated when the project was launched. The answer to the question, "Were the four general objectives attained?" must be in the affirmative. New knowledge, methods, and techniques were applied as quickly as the staff became aware of them and as soon as they could be adapted to the needs of the program. As previously indicated, there was a substantial increase in the number of mentally retarded personsbeing prepared for remunerative employment in a locality where no facility previously existed. By combining the resources of the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children, of the Vocational Rehabilitation Administration, the Illinois Division of Vocational Rehabilitation, and the Department of Mental Health of the State of Illinois it was possible to provide new facilities for the rehabilitation of retarded persons heretofore deemed to have little or no potential for employment.

While striving toward the broad, general goals of the project, the more specific objectives were also being achieved. Those positive elements of the program which promote success in the rehabilitation of the mentally retarded young adult were reinforced and new means were sought and developed to improve services which were needed to overcome obstacles to the employment of the mentally handicapped. Procedures utilized by other facilities for predicting the degree of success in the rehabilitation of mentally retarded young adults were adopted and refined and new prognostic devices employed. All of these factors affecting the operation of a workshop for the mentally retarded were adapted to local conditions and local needs.

Movement of Kennedy School Population

The Kennedy School through its relatively short history had made tremendous strides in preparing its students for life in the community. Emphasis has been on movement rather than on custodial care and both classroom activities and nonacademic activities are geared to fostering development of good work habits and an ability to function independently. With the creation of a sheltered workshop for the student population in 1962, the job placement activities were given new impetus because of the addition to the staff of a professional person whose role was to train, counsel, and assist in the placement of the older students. However, it was only through the creation of a larger, well-staffed program on the grounds of the School that a much higher level of refinement of programming was made possible which could only benefit the young residents of the Kennedy School. A realistic concern of the Sisters of St. Francis of Assisi, who operate the School, had been the lack of masculine identification for the boys in an institution staffed mainly by women. This problem was alleviated by the addition of male staff members in the workshop. The enlarged workshop program was integrated into the educational and work programs of the School and the addition of staff contributed toward giving the boys of the Kennedy School a more intensive experience in work and counseling.

During the period of Federal support, 99 members of the Kennedy School population were given service in the workshop, mostly on a part-time basis. Of this number, 12 found employment following their departure from the School. Prior to establishing a workshop program, the student population was without either training or placement services. It can be pointed out that as time goes on, the ratio of placements to numbers served will improve since a large number of those included in this category are still at the School.

Movement of Community Population

The non-Kennedy School trainees may be broken down into two groups, those from the public schools and those referred directly by the Division of Vocational Rehabilitation. Of the 25 trainees participating in a part-time program and attending school part-time during the period of the VRA grant, 4 found employment at the end of their school-work experience. 26 persons from the DVR sponsored group of 63 found employment upon completion of the program at the Job Training Center or shortly thereafter.

There has been no attempt to statistically evaluate these results with such a small sample. One can only speculate at this point that the greater success in placing the full-time trainees was due to: 1) a generally higher level of job-readiness due to the fact that this group was older than the public school group; and 2) they were exposed to the program on a full-time rather than on a part-time basis.

The emphasis of the Kennedy Job Training Center has thus far been on service, but there is a clear need for at least a rudimentary research program and an attempt at statistical analysis to interpret the success or failure of the program. Funds have not yet been available for this purpose and it has not been possible to divert the energies of any of the staff members for this purpose. As this report was being prepared, a beginning was being made by the social worker toward developing an adequate means of follow-up and evaluation. A questionnaire form was mailed out to former trainees followed by another questionnaire to employers when the trainee questionnaire was returned. Results are not yet complete nor has an analysis been made.

The School-Work Experience Program

The Kennedy Job Training Center has tried to maintain an attitude of flexibility through its brief existence. In a very few cases, services were provided for individual mentally retarded persons who did not fit into a convenient niche and were not eligible for service through one of the regular channels at that particular time. One such young man was physically mature and came from an area where there was no special education class, so he was forced to sit in a regular classroom with youngsters smaller and younger than he, and yet he was too young to be sponsored by the Division of Vocational Rehabilitation. Rather than to leave him in a limbo for a year or more, this young retardate was accepted into the workshop with a special status and eventually found employment. Another fellow was the victim of a series of incidents which left him in a foster home with no immediate plans for his future. He was taken into the workshop and the process of referring him for DVR sponsorship was begun. However, he was placed in a job before the referral process had been completed. It is hoped that this kind of immediate response to individual needs will always be possible.

In addition to these individual problems, a more global kind of need in the community became evident. At the time of the inception of the project there was only a vague plan to eventually contact the public schools regarding cooperative efforts. In fact, the first meetings with school personnel was for the purpose of arranging for referrals of students who were potentially suitable applicants for service in the workshop. It soon was apparent that school administrators and special education people were concerned with enlarging curricula to better prepare mentally retarded students for a transition into a useful community life. In the State of Illinois this concern was hastened and aggravated by legislation which was enacted providing for mandatory education of the handicapped until age 20.

The result of the expression of this need was the development of joint programming between the Kennedy Job Training Center and several public school systems. In previous sections of this report, the formulation and implementation of such programs was described. With two of these school systems, the Job Training Center is ready to enter its third full school-year of cooperation and arrangements are being made to start a program with a third school. Other school systems in the general vicinity of the workshop have evidenced an interest in similar arrangements and the Kennedy Job Training Center is in the process of preparing an application for Federal support for such expanded activities. The immediate problem to be solved is that although the schools are interested, they do not yet have available school funds which can be used for the purchase of such services and for a variety of reasons are not yet ready to enter into a formal relationship with the Division of Vocational Rehabilitation which would result in DVR subsidy of the joint program. Despite the demonstrated need, the Job Training Center cannot itself afford to carry on these programs.

Development of Day-Care Center for the Mentally Retarded

During the formative stages of the project, it was learned that the Department of Mental Health of the State of Illinois had appropriated funds for the establishment and support of day care centers for the mentally retarded. Emphasis was placed on encouraging those facilities which could provide services that were not otherwise available in the community. Although most of these funds were used to support educational, social, and recreational programs for the retarded, many of the facilities so supported included in their range of services a sheltered workshop and the Department of Mental Health saw fit to extend its support to the Kennedy Job Training Center to enlarge its program.

This support has been a working base which permitted the Job Training Center to begin a program of terminal service and to react to the special needs of applicants such as those who need be kept in the shop for an extended period of time while placement efforts are underway.

Staff

Without a competent, adequately trained staff, policies and philosophy have little meaning, and it is only through a pooling of efforts that a program can be implemented. The project director was confronted with the problem of assembling and training a staff in the face of competition from other agencies for the relatively few people who had training or experience in the field of rehabilitation. Through the period of the project, only the director and the evaluation supervisor had previous training or experience in sheltered workshops and rehabilitation. The rest of the staff had to be recruited and trained. It would be utopian to expect that there would be no turnover, so it was necessary to train several people for some positions. Of the original staff, only the director and the evaluation supervisor remain. A total of eight people were trained to work on the workshop floor although there were only four at the time the project closed.

Recruitment was originally through the placement offices of the various universities in the State of Illinois, through the professional division of the state employment service, and through such specialized sources as the Chicago Jewish Vocational

Service. Several replacements came as a result of recommendations from individuals and one from an advertisement in the local newspapers.

There was an evolution in both the roles of the various positions and in the type of person to fill them. As the total operation became more and more complex, the director found it necessary to concentrate on administrative detail, planning, and public relations. The evaluation supervisor added to his counseling duties supervision of all of the professional content of the operation and much creative work in developing new techniques. For the sake of managerial efficiency one of the production supervisors took over the responsibility of managing the workshop itself by acting as head production supervisor, by taking charge of work scheduling, and by actually conducting negotiations with sub-contractors.

The lack of availability of trained people and the limitations of the budget caused a reappraisal of the policy that all staff members, with the exception of the clerical, have training in rehabilitation, education, psychology, sociology, or some related field, preferably with at least an undergraduate degree. The resultant shift in policy to the employment of non-professionals to work as production supervisors has thus far proved to be successful. Mature people who are sensitive to the needs of the handicapped and are able to tolerate them can be trained to function effectively under professional direction with the guidance of properly designed forms and other instruments which can channel their observations along the desired lines. Each meeting of the workshop personnel and each staffing then becomes a training session to be supplemented by perusal of rehabilitation publications, attendance at meetings of professional organizations, and enrollment in special courses for workshop people such as those offered at the University of Wisconsin.

University Affiliations

The Kennedy Job Training Center was founded for the purpose of providing service to the mentally retarded. To fulfill its role in the community and to fully utilize the resources available to it, the Training Center had to reinterpret its guiding principles and go beyond its service orientation. In order to apply new knowledge and techniques, the Kennedy Job Training Center had to associate itself with an on-going program of research, and in order to strengthen and increase resources the Job Training Center had to make plans to itself become a resource for the training of rehabilitation personnel. A number of promising steps have been taken in this direction. At the present time, two major universities are actively involved with the Lt. Joseph P. Kennedy, Jr. School and to some extent with the workshop.

Under the direction of Dr. Samuel Kirk of the University of Illinois, some significant work had been done by Dr. Douglas

Wiseman and others in the field of learning disabilities. The teaching staff of the Kennedy School has been trained in the administration of the Illinois Test of Psycholinguistic Abilities, which is used to diagnose specific learning disabilities, and in the methods of effecting remediation. Studies are going on which will hopefully have some applicability to vocational rehabilitation and the training of the mentally retarded.

Sister Joanne Marie, O.S.F., formerly supervising teacher of the Kennedy School, conducted research in the workshop of the Kennedy Job Training Center for her doctoral disseration. The research was based on a comparison of two learning theories, one an imitation theory and the other an expectancy theory. In the former case evidence was sought that production by mentally retarded persons could be increased by having in the work situation a model worker with whom the retardate could identify and whose work methods he could copy. In the latter case, it was proposed that productivity could be increased by goal-setting and that the retardate would aspire to meet ever higher goals which he himself would set. The data which were accumulated and analyzed supported both of these theories and have interesting implications for training the mentally retarded for work. Some steps have already been taken to incorporate these theories into the training approach.

Exposure to people from other professional disciplines and to research approach and techniques has already had a beneficial effect on the staff of the Job Training Center by giving new insights into the problems of the mentally retarded and new perspectives about the total individual.

DePaul University of Chicago has had a formal affiliation with the Kennedy School through the University's Institute for the Study of Exceptional Children and Adults. While this affiliation had as one of its main purposes the utilization of the School as a facility for training special education teachers, the University also recognized the potential of the Kennedy School and the Job Training Center for conducting research. It is hoped that a program will be developed that will permit student teachers to have a training experience in the workshop as well as in the classroom in order to give them a better picture of the mentally retarded person at different ages and different levels of functioning. Since DePaul University also has a newly established rehabilitation counseling program and is considering a curriculum in workshop administration, the ties between the two institutions may be drawn closer by means of interneships in the Kennedy Job Training Center.

Of more immediate concern is a plan to submit a pilot proposal to the Vocational Rehabilitation Administration, to be done jointly by DePaul University and the Job Training Center, for the purpose of exploring the research possibilities of the workshop especially with regard to the application of some of the learning disabilities techniques to the workshop setting. The long-range plan is for this pilot operation to lead to a larger system of programmatic research.

Relationship with the Division of Vocational Rehabilitation

One of the most satisfying results of the project has been the solidly based relationship with the Division of Vocational Rehabilitation that extends throughout all levels of the staff, from the liaison counselors to the regional supervisors and the state director and his assistants. The trial agreement which marked the beginning of the relationship between DVR and the Kennedy Job Training Center has developed into a working agreement based on mutual respect and cooperation. Always uppermost is the need of the individual client. The necessary paperwork is expedited so that the client can be moved along as rapidly as possible.

Fees collected from the Division of Vocational Rehabilitation are one of the main sources of income for the Job Training Center and constitute a significant element of the budget which will enable the project to continue in operation without Federal support. The fee arrangement originally agreed upon was modified effective July 1, 1966, and was increased to reflect the improved level of programming and the rise in the costs of providing services in the Job Training Center. The Division is also responsible for underwriting the fees collected from the AERO Special Education Cooperative for the half-time trainees.

The relationship with DVR goes beyond the financial and mechanical aspects. Consultation is readily available for revising a working agreement, for formulating a public school-related program, for writing up a new grant application, for expediting application for Laird Amendment funds, or for thinking through plans for the future. It can be said without hesitation that a good cooperative relationship with the Division of Vocational Rehabilitation is the keystone upon which a workshop program must be built.

Relationships with Schools and other Agencies

The communication between the Illinois DVR and the Kennedy Job Training Center has gone in two directions. Many referrals to the workshop originate with the Division but the project must assume its share of responsibility for case-finding and thereby for feeding referrals to DVR to be processed and referred back.

The network of communications has been expanded to include public and private schools and other social agencies.

Knowledge of the Job Training Center as a resource for referring students who are being terminated from school has been useful to teachers and principals of both public and private schools. Similarly casework agencies have used the workshop to assist families who have come to them with the problem of planning for the future of a mentally retarded child.

The project has found that there is no substitute for time and the constant projection of its image in the community in devising means for case-finding. Its success in this area has created quite another problem, that of accommodating the numbers of people who have applied for admission and are on a waiting list due to the limitations of space and staff.

Summary

As the period of Federal support came to an end, the project staff found that it could point to certain sound results. The students of the Kennedy School benefitted from an intensive program of vocational training and placement which was previouly not available to them and a substantial number of them were moved into jobs in the community. For the mentally retarded persons in the community around the Kennedy School, a new facility was made available where nothing existed before and a gratifying number of placements was made. In response to a need for new curriculum ideas for the handicapped in an academic setting, new cooperative programs were initiated whereby mentally retarded young men and women could be exposed to a work experience while still attending school. The Department of Mental Health contributed its support in the form of a grant-in-aid for expanding services for the mentally retarded who were living in the community.

Where a one-man operation existed, a staff was assembled and trained, despite turn-over, and achieved a satisfactory level of professional competence by means of in-service training. Furthermore, the project has begun to take advantage of the professional relationship which exists between the Kennedy School and DePaul University and the University of Illinois.

The Division of Vocational Rehabilitation of the State of Illinois backed the project both with funds and with ideas and cooperation and enabled the Kennedy Job Training Center to reach out to schools, agencies, and the community at large to establish a network for referral of mentally retarded persons needing service.

Chapter V

Interpretation of Results

The experience of developing an occupational training center for the mentally handicapped has been gratifying, stimulating, and challenging. The gratification has come from having achieved results, the stimulation arises from the need to think through new problems as they come up, and the challenge is to devise ways to meet the future and to answer the many questions which as yet puzzle us. In this last chapter the writer will take the liberty of discussing the questions in a somewhat more personal vein and will suggest some of the courses open to us in looking for answers.

Implications of the Candle Project

Without an adequate flow of sub-contract work a sheltered workshop finds its very existence threatened so that a large proportion of staff time and energy is concentrated on contract procurement and scheduling. An important alternate solution is for the shop to engage in prime manufacturing with its attendant problems of capital requirements, distribution, record-keeping, and competition with industry.

The Kennedy Job Training Center's involvement in the candle making operation was an attempt to find a workable compromise between sub-contract work and prime manufacturing. While capital was required for equipment and materials, the Job Training Center shipped to only one place and the amount of additional clerical work was not significant. Our principal problem was the distance between the workshop in Illinois and the candle company in Massachusetts which made it all but impossible to resolve the many questions that came up. Since the end of the project, the formal relationship with the candle company has been terminated and the workshop staff has begun to explore other outlets and other relationships for continuing the candle manufacturing. A few tentative contacts look promising and we feel certain that the equipment and the manufacturing know-how can be used to produce and distribute a number of specialty candles for local distribution.

The John F. Kennedy Flame of Hope Candle project which grew out of the pilot operation at the Kennedy Job Training Center gives promise of demonstrating that groups of workshops can jointly establish a manufacturing and distribution organization that will provide work opportunities for the mentally retarded. In this unique program, business and distribution activities are coordinated through the National Association of Sheltered Workshops and Homebound Programs and the Merchandise Mart in Chicago. The record-keeping has been reduced to a minimum and capital investment is not at all excessive. With the Flame of Hope as a prototype product, it is hoped that the line can be diversified and that other workshops will eventually be involved in the cooperative effort. While this is not the place to go into detail, another VRA sponsored operation, Project Earning Power, is directed toward the same end, utilization of the best talent in design, marketing, accounting, and rehabilitation to help sheltered workshops to go into manufacturing of products. We of the Kennedy Job Training Center are following both of these projects with interest to see what impact they will have on the workshop movement.

Implications of Management Analysis

One of our major concerns as the project grew was the relative weakness of the staff in the area of management. By consulting some of the available literature and with the assistance of the auditor for the Kennedy School, an adequate system for record-keeping was set up and maintained. However, we were not satisfied with the types of cost controls nor were our budgeting procedures as refined as we would have liked them to be. Trial balances and statements were so basic as not to reveal to the management of the workshop sufficient information for comparison purposes. It is true that there was constant attention to correcting this situation, but never to the full satisfaction of the staff.

A breakthrough came during the last year of the project. As part of the Flame of Hope Candle project, a large accounting firm, Peat, Marwick, Mitchell and Company was engaged to develop accounting procedures for the workshops which were to participate in the candle making. The basic study took place at the Kennedy Job Training Center and resulted in a long and detailed report. In fact, a supplementary report was prepared, subsidized by the Kennedy Foundation, which had as its focus the specific management problems of the Job Training Center. In a covering letter, addressed to the Joseph P. Kennedy, Jr. Foundation, the following was stated:

> "One of the major benefits sought in the Kennedy Memorial Candle Project is to provide a source of financial and management strength to participating workshops. As the candle production opportunities are presented to various participating workshops, they should also be furnished adequate guidance in accounting, record-keeping, and management and production controls so that the likelihood of loss on their part as a result of their participation in the project can be minimized. One of the purposes

> of making a review of the Training Center in Palos Park was to provide a basic guide in accounting and reporting techniques which might be adapted to other participating workshops as they come into the program.
>
> In addition to developing, in outline form, an accounting system based on the Training Center operation, we have also made several recommendations which apply specifically to the Training Center itself, and which may not be applicable to other workshop operations."

The report covered the following:

1) Treatment of Rehabilitation Costs in Pricing of Sheltered Workshop Products.

2) Cost System.

3) General Accounting System.

4) The Budget Process.

5) Training Center Organization.

6) Current Candle Costs and Proceeds.

The report of Peat, Marwick, Mitchell and Company contained a number of recommendations which can be briefly summarized.

It included several management report forms which can provide necessary information for directing the Training Center activities. It outlined an accounting system which will provide these reports and others necessary to the Training Center.

Also recommended was the installation of a more adequate system of budget preparation and control. This requires planning of the year's activities in advance on the basis of capacity and program objectives, rather than on the basis of estimated contributions. The procedure being followed by the Kennedy Job Training Center does not allow for an aggressive program maximizing the use of available resources, but rather limits the program to an arbitrary estimate of what resources might be forthcoming.

It recommended that the Kennedy Job Training Center establish a much more positive approach to product pricing. There is an outline showing how engineering standards might be used to determine competitive prices.

It recommended that the Training Center organization be revised to include a position of Business Manager and that a properly qualified individual be employed.

With this valuable study literally falling into our hands, we quickly sought a means to implement it. The result was an application for a Workshop Improvement Grant which was submitted shortly after the termination of Federal support for Project RD 1207. The title of the proposal is "Effective Utilization of a Business Manager in a Sheltered Workshop". The rationale for the proposal was that a sheltered workshop is a combination of a business and a rehabilitation facility and that the problems of effective administration require knowledge in both fields for their solution and that typically this type of managerial efficiency is not to be found on a sheltered workshop staff. The alternative proposed in the grant application is that a workshop administrator have available to him a staff person who is essentially a business manager who would apply the best techniques of management to the operation of the workshop and would raise the level of operational efficiency, resulting in increased rehabilitation services per community dollar invested. The proposal suggests that this can be successfully done in a workshop of modest size and that this would have the additional effect of freeing the workshop administrator and other staff members to do more creative work directed toward up-grading of professional services.

At the time of the preparation of this report the staff of the Kennedy Job Training Center is eagerly awaiting action on the part of the Vocational Rehabilitation Administration with regard to this application. We are confident that approval could help us to considerably enhance the total functioning of our program, and we would like the answers to many questions which have been plaguing us such as:

1) How can we separate production costs from rehabilitation costs?

2) Whether our contract pricing is sharp enough?

3) How much of our costs are in overhead and whether they can be reduced?

4) Whether we are giving our clients a "fair shake" in our system of remuneration?

The answers to these questions are essential if the Job Training Center is to grow and prosper and give optimally effective services to the mentally retarded of the community.

Meeting Local Needs

In its first years of operation the Kennedy Job Training Center has only begun to make inroads into the problem of meeting local needs for service to the mentally retarded. We have resolved some of the problems by arranging transportation from many surrounding communities, but occassionally are unable to bring in clients from localities which are inaccessible to our transportation system although they are not too distant from the workshop. It is obvious, then, that the transportation system can stand scrutiny and improvement.

Like other social agencies, we have the problem of finding hard-core cases. Our current case-finding techniques are not always enough to reach all of the mentally retarded persons who could benefit from the program. The more aggressive families who seek help from public agencies such as DVR, read the newspaper, and join parent groups are readily reached, but we feel sure that there are many potential clients who are not availing themselves of resources and we must continue in our efforts to find them.

It has also been necessary for us to constantly redefine what is meant by "local" and we have found that our geographical boundaries were very elastic and could be stretched to meet needs. Frequently there are clients who come to the workshop by various combinations of public and workshop-arranged transportation.

Obviously a part of the local population is the student body of the Kennedy School. The program as it applies to this group has been fully described elsewhere in this report. Except at the very beginning of the project when they resented the intrusion of "outsiders" into the workshop where they had an almost proprietary interest, the Kennedy School trainees were readily integrated into the total workshop group.

Implications for Areas with Dispersed Populations

The evolution of the Kennedy Job Training Center would seem to have implications for other areas of the country where the population is widely dispersed and where services for the mentally retarded are lacking. A number of things have been demonstrated which we feel have applicability elsewhere.

A residential facility such as the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children can be used as a base for providing community-wide services if its administration has the vision to see the need and if it is willing to assume some of the cost. In the case of this project the School provides the corporate entity and the physical setting which are the cornerstones upon which the edifice of the Job Training Center was erected. It would appear that this situation could be duplicated in other areas where there are no sponsoring organizations on the scene. Although the location of the institution may not be ideal, as a program is developed it can become the central point for service to a large area.

How can such a facility be sustained once it has been started? The Kennedy Job Training Center receives basic support from the Kennedy School partially in in-kind services and partially as a result of cash expenditures. The workshop building, known as St. Michael Workshop, is furnished to the Job Training Center with no cash rental and includes all utilities such as heat, light, and water, as well as the services of the School's maintenance staff. The supervisory assistance of the School's staff is also available without charge, and no money changes hands when the Job Training Center's truck and station wagon are filled with gasoline at the Kennedy School's pump. In a sense it can be said that the financial support of the School is in payment for the special training services which the Job Training Center provides for the resident students.

A worthwhile rehabilitation program will easily elicit support from the Division of Vocational Rehabilitation in the form of fees paid for services to handicapped clients. The writer cannot generalize about the availability of funds from other state agencies such as the grant-in-aid which the Kennedy Job Training Center receives from the Illinois Department of Mental Health. If it is possible to develop a cooperative program with public school systems, this could be a source of additional tuition fees which can be used to support the workshop operation. At the present time we know of no situation in the State of Illinois where a public school system has been able to purchase services from a sheltered workshop without a three-way arrangement with the Division of Vocational Rehabilitation.

The Kennedy Job Training Center has been very fortunate to have received financial support from the Lt. Joseph P. Kennedy, Jr. Foundation. Other workshops could possibly generate support from other private foundations or donors and from local United Funds. Up to this point, this project has not sought such assistance in the community because of the peculiarity of its position. First, as a subsidiary of the Kennedy School, the workshop cannot engage in fund-raising activities in the community in competition with the parent organization. Second, since the Kennedy School services the Archdiocese of Chicago, no direct contact could be made with the local Community Fund without going through the channels of the Catholic Charities in Chicago. Other communities have their own resources which can be tapped for the support of a sheltered workshop.

New Directions

What directions do we plan to take in the future? The decisions for the future of the Kennedy Job Training Center will have to wait for the development of the state-wide plans which will come about as a result of the 1965 Amendments to the Vocational Rehabilitation Act. This report has communicated our short-range goals:

1. Continuation of the program of vocational evaluation and training based on the working agreement with the Division of Vocational Rehabilitation.

2. Further development of the cooperative relationships with the public school special education programs.

3. Continued service to the students of the Lt. Joseph P. Kennedy, Jr. School for Exceptional Children.

4. Improvement in the operational efficiency of the Kennedy Job Training Center, hopefully by implementation of the proposal to employ a business manager.

5. Development of a program of research jointly with DePaul University.

6. Exploration of means to meet the need for long-term services to that segment of the mentally retarded population requiring long-term sheltered workshops and activity programs.

Many parallels can surely be found in other parts of the country where some or all of these elements can be incorporated into a total community program of service to the mentally retarded.

Need for Additional Services

A feeling which has pervaded all of the interaction among the staff of the Kennedy Job Training Center has been "How can we add badly needed services and how can we improve the quality of what we are doing?" These queries range across the whole complex of workshop and counseling activities.

For example, we have taken a new look at our counseling efforts and have tried to determine the nature of the counseling approach. What is rehabilitation counseling with a mentally retarded client? When does it become vocational counseling? Is it a therapeutic process or should it be geared to provide a maturational experience for the retardate? Of course, counseling must be designed to meet the needs of the individual so that one kind of approach may merge into and become part of another depending on the client's stage of development. There are no easy answers and we find such questions are the substance for endless hours of discussion.

Our questioning does not end with the counseling; the workshop itself comes under close scrutiny. Does the workshop program tie in with the counseling program? Would it have a value to the trainee without the counseling to interpret the work experience? Conversely, could a mentally retarded person be moved along toward employability only with intensive counseling? We have had to conclude that it takes both the actual experience in the shop and the counseling to give the client the most complete kind of preparation for life in the community.

We know that our program is not doing an effective job of differential diagnosis and without adequate diagnostic techniques, the remediation of disabilities cannot be effective. Each trainee that enters the program is treated as if he or she were part of a homogeneous group rather than as an individual with specific disabilities which must be ascertained and to which remedial techniques can be applied. We hope that with the aid and cooperation of a university affiliated research program we can remedy this shortcoming and develop a new diagnostic approach.

Another question which intrigues the staff is the extent to which emotional problems disable the mentally retarded person and whether, in some instances, the emotional elements are not more disabling than the mental retardation. The IQ score is a poor indicator in a work setting where often a lower-grade retardate can be seen to be functioning more productively than his potentially more adequate peer because the latter is unable to invest himself more completely in work. The dearth of psychiatric consultation renders it difficult to learn more about individual cases, but the staff will continue in its desire to learn more about this problem.

We have kicked around ideas for meeting the need for long-term programming for the mentally retarded person who cannot be prepared for employment in a relatively short period of time. There is danger of becoming smug at a time when the labor market has such a voracious appetite for employable persons and one wonders how readily we will be able to place our marginal people in a declining labor market.

It would be folly to oversimplify the problem of establishing a terminal workshop or an activity program. Can we, in effect, ignore the long-term client and give him less in the way of supervision and counseling, just so he is busy? Or is he, by virtue of his inability to function at a productive level in greater need of intensive services? We of the Kennedy Job Training Center choose to emphasize a dynamic approach to the problem and we feel that we must furnish those services which the individual trainee needs for as long as he needs them. This is no easy task and has caused us to hesitate before embarking on the venture of building a long-term program.

Perhaps in the future, if it is consistent with the state-wide planning, we can meet this need by a network of satellite workshops. Several important advantages would accrue to such a plan.

1. It would conserve professional help, which is in short supply anyway. Administration, casework, and counseling could be centralized in a parent facility.
2. The workshop could be brought closer to the point of need. Traveling to and from a distant workshop is not critical for the predetermined period of an evaluation and training program, but can create hardships over an indefinite time.
3. By maintaining contact with the evaluation and training facility, the trainee in the long-term program is less likely to be "lost in the shuffle" if and when he begins to show signs of achieving productivity.

These ideas are only vaguely formed in our minds and perhaps suggest that the millenium is approaching in rehabilitation with its attendant abundance of funds, facilities and programs. To us these goals are real and workable. We feel that they can be pulled together and made successful and that larger numbers of handicapped people can be helped toward productivity and self respect.

Summary

In writing the last chapter of this report, we have chosen an informal style of interpreting the results of our three years of experience, and indeed have even taken the liberty of editorializing. In fact, the form of the whole report has been biographical. Other scholarly reports have been written which have defined terminology and set forth manuals for starting, staffing, and equipping sheltered workshops for the mentally retarded. Our purpose has been to share with others the excitement of creating a facility which we think is a little bit different, to glow over our small successes, and to set forth our perplexity about problems yet unsolved.

The candle operation was one of the things that was a little different for a workshop and may show a way to lessen dependence on sub-contracts. The management analysis, too, was a little bit different, and we hope that it will turn into a success for it has the potential to put workshops on a sounder basis and to eliminate much guesswork about managerial problems.

We honestly admit to being perplexed about a great many things. Local needs have been met in only a limited way because potential clients are not always easy to reach. We feel that we have shown the way for new facilities to be founded where none existed before by basing them in residential institutions and we have some grand plans for improving and expanding services. Yet we ask questions about the efficacy of our techniques and the soundness of our philosphy of operation and we have many other questions about the mechanics of carrying on a good rehabilitation program.

Somehow, none of the problems seem insoluble and we are anxious to find answers to the questions. Above all, we wish to share our enthusiasm for the task ahead and we go ahead with a sense of dedication to that task.

Appendix A

APPLICATION BLANK

KENNEDY JOB TRAINING CENTER

Serial Number:
66 - ________

Date: ________

Last Name First Middle

Home Address City State Zip Code

Telephone Number | Social Security Number

Date of Birth
Month_____ Day____ Year_____ Height_______ Weight_______

Father's Name_______________ Mother's Maiden Name__________

Selective Service: Board Number_________ At:____________

Hobbies:__________________________________

SCHOOLS ATTENDED:	From	To	Courses	Diploma

LIST THE TYPE OF JOBS YOU PREFER:
1.______________ 2.___________ 3.___________ Salary______

EMPLOYMENT RECORD

Firm:____________________ How Obtained:_____________

Address:__________________ Length of time: From____ to:____

Duties:___________________ Why Left:_________________

Salary:__________

PERSONAL REFERENCES

Name Address Phone

1.____

2.____

3.____

Appendix B

Referred by: ____________________

Date entered Kennedy School __________
Date entered K.J.T.C. ______________
Date left K.J.T.C. ________________
Disposition: ______________________

FACE SHEET

Client's Name: ____
(Last) (First) (Middle)

Home address: ____
(Number) (Street) (City) (State) (Zip code)

Phone number: __________________________ **Social Security Number** __________
(Area Code) (Number)

Date of birth: __________________________ **Place of birth:** ______________
(Month) (Day) (Year) (City) (State)

Selective service number: ____________________________

Family Member	Date of Birth	Birth Place	Religion	Occupation	Grade Completed	Living With

Others in household	Relationship

Other responsible relatives	Relationship

SCHOOL HISTORY

School attended	Address	From	To	Grade Comp.	Diploma

Face Sheet -2-

PSYCHOLOGICAL TESTING

Test Date	Test administered	Results

WORK HISTORY

Employer	From	To	Type of Work	Wages	Reason for leaving	How acquired

SOCIAL AGENCY CONTACT

Agency	Location	Date of contact

LEARNING SKILLS:

Reading ______________________________

Writing ______________________________

Arithmetic ___________________________

Tell time ____________________________

Counting _____________________________

Travel alone _________________________

PHYSICAL ABILITIES:

Speech ______________________________

Vision ______________________________

Hearing _____________________________

Mobility ____________________________

Convulsive disorder _________________

Medication __________________________

Appendix C

KENNEDY JOB TRAINING CENTER
Self Concept Check List

Name: ____________________ Rated by: ____________

Date: ____________

INSTRUCTIONS: The following statement should be made clearly and distinctly. It may be explained further if necessary.

"I want to know how you feel about some things. I will make a statement and I want you to tell me how it applies to you. If you think what I say is right - say: "that's right". If it's wrong - say: "that's wrong". If you are not sure, say: "I'm not sure".
(Give a 3" x 5" card, with the three choices, to the client)

Items: (Classification of statements may be necessary.)

A. PHYSICAL	Right	?	Wrong
1. My appearance is all right.	____	____	____
2. My health is good.	____	____	____
3. I have enough strength.	____	____	____
B. LEARNING ABILITY			
1. I can remember things easily.	____	____	____
2. I learn new things easily	____	____	____
3. I can read directions and follow them.	____	____	____
4. When someone shows me how to do something, I catch on quickly.	____	____	____
C. ATTITUDES AND ADJUSTMENTS			
1. I get along with co-workers. (or classmates)	____	____	____
2. It doesn't bother me when people criticize me.	____	____	____
3. I can do a job I don't like.	____	____	____
4. I get along with Supervisors. (or teachers)	____	____	____
5. I can work as well as others in my group.	____	____	____

Right ? Wrong

6. I enjoy undertaking new tasks. ____ ____ ____

7. I don't mind close supervision.
   a. When learning a new task. ____ ____ ____

   b. When doing something I'm familiar with. ____ ____ ____

D. SOCIALIZATION

1. I have as many friends as most people. ____ ____ ____

2. I enjoy meeting new people. ____ ____ ____

3. I enjoy doing things with other people. ____ ____ ____

4. People like to have me around. ____ ____ ____

5. I have fun in my spare time. ____ ____ ____

E. FAMILY AND SIBLINGS

1. I get along well with my father. ____ ____ ____

2. I get along well with my mother. ____ ____ ____

3. I get along well with my brothers and sisters. ____ ____ ____

4. I'm happy at home. ____ ____ ____

5. My parents need my help at home. ____ ____ ____

6. My parents help me with my problems. ____ ____ ____

7. My parents love me. ____ ____ ____

F. PERSONAL

1. I don't get upset easily. ____ ____ ____

2. I don't worry a great deal. ____ ____ ____

3. I enjoy myself most of the time. ____ ____ ____

4. I'm happy with life. ____ ____ ____

SCORING:

	Right	?	Wrong	Score
A.				
B.				
C.				
D.				
E.				
F.				

INCOMPLETE SENTENCES:

1. I like:

2. When I look into the mirror:

3. I wish:

4. I hate:

5. When I am older:

6. My family treats me like:

7. Fathers are:

8. My mother:

Self Concept List -4-

9. Most people are: ________________________________

____

10. Most (o.s.) boys - girls are: ____________________

____

Appendix D

To: Kennedy Job Training Center Files
From: ____________, Evaluation Supervisor
Subject:
Present at Staffing:

I. PERFORMANCE	**Below Shop Aver.**	**/ Shop Aver.**	**Above Shop Aver.**	**Ind. Level**	**Does not Apply**	**See Comments**
A. Productive abilities on:						
1. Repititious tasks					☐	☐
2. Assembly line operations					☐	☐
3. Packing-assembly-inspecting					☐	☐
4. Candle mfg. operation					☐	☐
5. __________ assignment					☐	☐
B. Quality of work on:						
1. Repititious tasks					☐	☐
2. Assembly line operations					☐	☐
3. Packing-assembly-inspecting					☐	☐
4. Candle mfg. operation					☐	☐
5. __________ assignment					☐	☐

Comments: ____

II. INTERPERSONAL RELATIONS

A. Relationship to supervisors	**Slight**	**Moderate**	**Excessive**	
1. Need for supervision				☐
2. Need for repeated instruction				☐
3. Need for encouragement				☐
4. Need for emotional support				☐

B. Ability to:	**Poor**	**Average**	**Above Aver.**	
1. Handle criticism				☐
2. Learn from correction				☐

C. Trainee functions satisfactorily under:
1. Supervisors: Male_____ Female _____ Either_____ ☐
2. Supervision: Little_____ Close_____ Either_____ ☐
3. Limit setting: Strict_____ Lenient_____ Either_____ ☐

D. Relationship to co-workers
1. Ability to get along with co-workers Yes___ No___ ☐
2. Ability to tolerate annoying co-workers Yes___ No___ ☐
3. Trainee is generally liked by co-workers Yes___ No___ ☐
4. Trainee is generally respected by co-workers Yes___ No___ ☐
5. Trainee is viewed by co-workers as: a leader_____ active participant_____ passive individual _____ social isolate___ ☐

Comments: ____

III. ATTITUDES

A. Self	Very Immature	Somewhat Immature	Typical for C.A.	See Comments
1. Level of maturity				☐
	Low	Average	High	
2. Level of self-confidence				☐
3. Level of self-esteem				☐

B. Towards work				
1. Level of vocational development				☐
	Poor	Average	Above Aver.	
2. Level of motivation to work				☐
3. Knowledge of the world of work				☐
4. Knowledge of roles of worker and supervisor				☐
5. Views himself as a worker: Yes_____ No_____				☐
6. Views workshop as a step towards future: Yes_____ No_____				☐

Comments: ____

____

____

____

____

IV. TRAINEE AS A WORKER

A. Ability to:	Poor	Fair	Good	Very Good	
1. Follow directions					☐
2. Sustain work effort for entire day					☐
3. Stay at work assignment					☐
4. Do assignments exactly as instructed					☐
5. Learn new assignments readily					☐
6. Work without close supervision					☐
7. Direct energies into work					☐
8. Derive satisfaction from being productive					☐
9. Discipline self to return to work promptly after breaks					☐
10. Assume responsibility					☐
11. Work under pressure					☐
12. Organize work efficiently					☐
13. Recognize & correct errors					☐
14. Exhibit resourcefulness					☐
15. Seek assistance if he runs into difficulty					☐
16. Become involved with work					☐
17. Move from job to job easily					☐
18. Do a job he doesn't like					☐
19. Work without complaining					☐
20. Conform to the rules and regulations of the shop					☐

B. Attendance record has been____

C. Vocational goals are: realistic________ unrealistic______ not clarified at this point________ See Comments ☐

Comments: ____________________

SUMMARY

A. Major strengths are: ____________________

B. Major weaknesses are: ____________________

C. Overall plan: ____________________

D. Plan for next work period in terms of:

1. Work program: ____________________

2. Counseling: ____________________